

Government of Madras

HOME (EDUCATION) DEPARTMENT

G.O. No. 1203, 11th September 1918

Elementary schools

Modifying G.O. No. 170, Home (Education), dated 12th February 1918, as regards the payment of grain compensation allowance to teachers in — whose minimum pay is raised.

ORIGINAL.

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HOME (EDUCATION) DEPARTMENT

G.O. No. 1203, 11th September 1918

Elementary schools

Modifying G.O. No. 170, Home (Education), dated 12th February 1918, as regards the payment of grain compensation allowance to teachers in — whose minimum pay is raised.

READ—the following papers:—

I

G.O. No. 170, Home (Education), dated 12th February 1918.

ABSTRACT.—Approving, with remarks, the proposal of the Director of Public Instruction to raise, with effect from the 1st March 1917, the minimum pay of trained teachers in elementary schools for boys under public management to Rs. 11 per mensem and of women teachers in similar schools for girls to Rs. 12 per mensem.

II

G.O. No. 361, Home (Education), dated 18th March 1918.

ABSTRACT.—Sanctioning the distribution of a subsidy of Rs. 1,22,881 among local bodies towards the enhancement of the minimum pay of teachers in elementary schools.

III

Letter—from the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public Instruction.

To—the Secretary to Government, Home (Education) Department.

Dated—Madras, the 1st March 1918.

No.—Ref. on Cur. 3146/17.

With reference to paragraph 3 of G.O. No. 170, Home (Education) dated 12th February 1918, I have the honour to submit the following for the consideration of Government.

2. I find from the Government Order that the additional subsidy required by each local body for raising the minimum pay of trained teachers in boys' schools to Rs. 11 and of women teachers in girls' schools to Rs. 12 will have to be fixed with reference to the extra cost involved in the proposal after deducting the saving, if any, effected by the withdrawal of grain compensation allowance in cases where the teachers are in receipt of such allowance.

Memorandum No. 6198-1 L, dated 7th November 1917, and the replies sent in answer to this by the local bodies which form enclosures to G.O. No. 170, Home (Education), dated 12th February 1918, indicate that the additional subsidy will have to be calculated by taking into account the number of qualified teachers in boys' schools and the number of women teachers in girls' schools in receipt at present of respectively Rs. 10 and less than Rs. 12. The estimates proposed by me in my letter No. R.C. 3146, dated 24th June 1917, printed in G.O. No. 1433, Home (Education), dated 15th November 1917, were in the case of boys' schools based on the Assistant Inspector's estimates made with reference to the number of posts on Rs. 10 and Rs. 8, due allowance being made for the recurring subsidies now paid to local bodies towards the enhancement of salaries from Rs. 8 to Rs. 10. In the case of girls' schools, the estimates were based on the particulars furnished by local bodies in 1916 in regard to the number of women teachers on less than Rs. 12. If as is desired by Government the subsidy now required will have to be calculated with reference to the number of trained teachers in boys' schools and the number of women teachers in

girls' schools, I submit that it is impossible to frame such an estimate at present since most of the replies of the local bodies do not contain particulars essentially required for the preparation of such a statement. If, on the other hand, Government agree to the payment of subsidies required with reference to the number of posts on Rs. 10 in boys' schools and Rs. 10 and Rs. 11 in girls' schools, I shall submit a detailed statement soon adopting for the sake of greater accuracy, in the case of municipalities, the number of such posts as found in their budgets of 1918-19.

I may point out in this connexion that it is desirable to take into account the number of posts, since there is likely to be difficulty in regard to funds when the posts now occupied by untrained teachers in boys' schools and male teachers in girls' schools happen to be filled by trained teachers and women teachers, respectively. My object in originally submitting the proposal was to enhance the attractiveness of the lower grades of the teaching profession and not merely to benefit a few trained teachers in boys' schools or women teachers in girls' schools and I submit that this object will be defeated if the increase of pay is restricted as ordered by Government. The most crying need in regard to elementary education is to attract into the schools men of higher attainments and one essential means of securing this is to raise the minimum emoluments of teachers. Trained teachers of suitable general qualifications will be more readily secured for the elementary schools under public management if the minimum pay offered is increased as I proposed.

Order—No. 1203, Home (Education), dated 11th September 1918.

On reconsideration, the Government are pleased to cancel the direction in G.O. No. 170, Home (Education), dated 12th February 1918, as regards the withdrawal of grain compensation allowance in the case of teachers in Government elementary schools whose minimum pay is raised as therein sanctioned. The Director of Public Instruction is requested to submit the necessary proposition statements giving effect to the increases in pay sanctioned by Government.

2. In view of the above decision, the subsidies payable to local bodies to enable them to raise the minimum pay of teachers in their employ as indicated in G.O. No. 170, Home (Education), dated 12th February 1918, will be fixed irrespective of the amount of grain compensation allowance, if any, paid to the teachers by the local bodies. The provisional distribution of subsidies sanctioned in G.O. No. 361, Home (Education), dated 18th March 1918, is hereby confirmed.

3. The Director of Public Instruction is requested to submit, at an early date, proposals for the distribution among local bodies of the provision of Rs. 1,22,891 entered in the current year's budget estimate under "22-E. EDUCATION—Government schools, General—for raising the minimum pay of teachers."

(True extract)

R. RAMACHANDRA RAO,
Secretary to Government.

To the Director of Public Instruction.
" Accountant-General (through Financial).
" Chairmen of Municipal Councils.
" Presidents of District Boards.
" Financial Department.
" Local and Municipal Department.

NOTES CONNECTED WITH G.O. No. 1203, HOME (EDUCATION), DATED 11TH SEPTEMBER 1918.

[SUBJECT.—*Payment of grain compensation allowance to teachers in elementary schools whose minimum pay is raised.*]

Previous papers :

G.O. 44-45, Educational,	10th January 1914
" 1320, Home (Education),	8th December 1916
" 1433 "	15th November 1917
" 170 "	12th February 1918
" 111, Financial,	19th " "
" 361, Home (Education),	18th March " "

Demi-official—from the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public Instruction.

To—the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., Member of Council.

Dated—Madras, the 22nd February 1918.

No.—76.

With reference to our conversation of this morning may I invite your attention to G.O. No. 170, Home (Education), dated 12th February 1918, which deals with my proposals regarding the raising of the minimum pay of teachers in elementary schools for boys and girls under public management.

2. In Government schools the minimum pay is to be Rs. 12 in the case of women teachers in girls' schools and Rs. 11 in the case of trained teachers in boys' schools. Simultaneously grain compensation allowance is to be withdrawn and a personal allowance given where teachers would be adversely affected by this order. It is thus admitted that some teachers would actually be adversely affected by a proposal to raise their pay—a proposal which a special grant from the Government of India has made possible, but which is to be used in effect to enable Government to pay grain compensation allowance from Imperial funds instead of in benefiting the teachers. Let me give a few examples. A teacher on Rs. 10 in a girls' school who gets grain compensation allowance of Rs. 1-8-0 per mensem will get Rs. 12 pay but drop Rs. 1-8-0 grain compensation so that her gain is really 8 annas since it can't really be supposed that prices are going ever to fall so as to make grain compensation unnecessary. A woman teacher on Rs. 11 will get nothing but the change of name of Rs. 1-8-0 of what she receives from 'grain compensation' to pay and personal allowance. Similarly a male trained teacher in a boys' school will get Rs. 11 plus personal allowance 8 annas in lieu of Rs. 10 + Rs. 1-8-0 grain compensation allowance; he ought, I think, to get Rs. 11 + Rs. 1-8-0 grain compensation allowance, i.e., Rs. 12-8-0 in all.

3. In the case of board and municipal schools there will be inequalities as some give grain compensation allowance and some do not; a few have revised their scales of pay in lieu of giving grain compensation allowance and in such cases under the Government Order no subsidy will be payable.

4. The papers sent to me by Government (replies from local bodies enclosed with the Government Order) do not enable me to prepare an accurate estimate according to the orders of the Government as the replies from the local bodies are incomplete. The replies of the local bodies sent in answer to memorandum No. 6198-L, dated 7th November 1917, indicate that only the number of women teachers in girls' schools and the number of trained male teachers in boys' schools should be taken into account in calculating the subsidy required. Even in this case most of the replies do not contain particulars regarding the number of women teachers in girls' schools or trained teachers in boys' schools. It seems to me, however, that it is desirable to take into account, in the calculation of the additional subsidy required, the number of posts on Rs. 10 in boys' schools and the number of posts in girls' schools on Rs. 10 and Rs. 11, since there will be difficulty as regards funds when posts now occupied by male teachers in girls' schools or untrained teachers in boys' schools are filled by women teachers or trained teachers, respectively. It is too late to call for further information. My proposals which were submitted on 24th June 1917 were approximate, being based on the reports from the Assistant Inspectors of Schools and taking into account the number of posts on Rs. 10 or Rs. 11.

5. It will be observed that the purpose of giving the money, viz., to improve the pay and prospects of elementary teachers with a view to improving elementary education is largely defeated by bringing in the matter of grain compensation allowance and I write to ask you to be kind enough to consider whether all reference to it cannot be omitted from the order and the money distributed so as to give a real increase of emoluments of Rs. 1 or Rs. 2 in the case of female and of Rs. 1 in that of trained male teachers.

HOME (EDUCATION) DEPARTMENT.

In his D.O. No. 76, dated the 22nd February 1918, the Hon'ble Mr. Stone draws attention to the effect of G.O. No. 170, Home (Education), dated the 12th February 1918. That Government Order and its predecessor No. 1433, dated 15th November 1917, have not been seen by me before, but I notice that there has been a good deal of controversy between the Financial Department and the Director of Public Instruction about them. The question is susceptible of being very briefly stated. Early in 1917, the Government of India intimated that they had decided to make a recurring grant from Imperial revenues of Rs. 4 lakhs "for the improvement of the training and pay of teachers in primary schools in the Madras Presidency". Thus the object of the grant was the improvement of the pay of teachers. By G.O. No. 170, dated 12th February 1918, a sum of Rs. 1.09 lakhs has been devoted to raising the minimum pay of trained teachers in Government elementary schools for boys to Rs. 11 a month and of women teachers in Government girls' schools to Rs. 12 a month. On the face of it, this utilization of the money is in accordance with the intention of the Government of India, but the Director of Public Instruction's demi-official clearly points out that in many cases the supposed improvement is purely illusory or is partly illusory. A woman teacher on Rs. 11 will gain nothing by her pay being raised to Rs. 12. She will still draw what she has been drawing hitherto, that is to say Rs. 12-8-0, the only difference being that hitherto Rs. 11 was pay and Rs. 1-8-0 was grain compensation allowance whereas now Rs. 12 is pay and 8 annas will be personal allowance. Her successor will, however, actually draw less remuneration in consequence of the supposed and apparent raising of pay because the successor will not be entitled to the personal allowance and will therefore only draw Rs. 12 instead of Rs. 12-8-0 drawn at present. The same is true of a male teacher in a boys' school who is now drawing Rs. 10. If his grain compensation allowance is Rs. 1-8-0, he will receive in future the same sum as he received before only that it will be called by a different name, while his successor will only get Rs. 11 instead of Rs. 11-8-0. As an illustration of partial gain, take the case of a teacher in a girls' school who would draw Rs. 10 pay plus Rs. 1-8-0 grain compensation allowance. She will in future get Rs. 12 but instead of the increase being Rs. 2 it is really only 8 annas.

2. It seems to me that these effects of the proposal were probably not brought to the notice of His Excellency the Governor when he passed the Government Order of the 12th of February. I understand from His Excellency himself that he supposed that the pay of these teachers was being raised by the amount shown. I can hardly think that any useful purpose is served by the change that has been made nor does it appear to me that the view expressed in the Chief Secretary's note, dated 19th September 1917, on page 19 of the notes to G.O. No. 1433, dated the 15th of November, has been carried out. Paragraph 4 of G.O. No. 170 states that the extra cost involved will be met from the lump provision of Rs. 4 lakhs whereas the Chief Secretary intended that only so much of the enhancement in pay as is over and above the amount of grain compensation abolished should be debited against the 4 lakhs grant. This, however, is a minor point. The main thing is whether any substantial improvement in the pay of these elementary school teachers has been effected by the Government Order issued. Apparently in very many cases no improvement has been effected but rather the reverse and I should have thought that it was desirable that the matter should be further considered.

A. G. C[ARDEW]—25-2-18.

With reference to the Secretary's personal instructions, the following revised note is submitted.

The present position as regards the pay of teachers in the elementary schools under public management stands thus—

Boys' schools.

- (i) untrained teachers are generally in receipt of Rs. 8 per mensem;
- (ii) trained teachers receive Rs. 10, save in exceptional cases where under peculiar conditions higher rate of minimum pay is allowed;

Girls' schools.

- (iii) a minimum pay of Rs. 10 is paid to women teachers in girls' schools;
- (iv) in addition to pay and capitation allowance, grain compensation allowance is paid to teachers in Government schools in accordance with the orders of Government issued every month and in schools under the management of local bodies, within the limits laid down in those Government orders, according to their discretion and with reference to their financial and other conditions.

2. The Director proposed that the pay of the trained teachers in boys' schools should be raised to Rs. 11 per mensem and in the case of the women teachers in girls' schools to Rs. 12 per mensem, irrespective of the grain compensation allowance (page 3 of G.O. No. 1433, Home (Education), dated 15th November 1917). It was estimated that the total amount required on this account would be about 1.32 lakhs and this amount has been reserved out of the Imperial grant of 4 lakhs and is still available. It was, however, decided that, in pursuance of the present policy to withdraw grain compensation allowance, wherever possible, such allowance in the case of the last grade teachers in the elementary schools should be abolished and that the minimum pay of teachers in boys' schools should be uniformly raised to Rs. 11 and those in girls' schools to Rs. 12, those teachers who suffer in their total emoluments by the withdrawal of the allowance being compensated by the grant of personal allowances (G.O. No. 170, Home (Education), dated 12th February 1918). It is pointed out that this stoppage of allowance does not allow any increase of pay to a large section of teachers. It is on this ground that a reconsideration of G.O. No. 170, Home (Education), dated the 12th February 1918, is now asked. The fact that a certain section of teachers will not benefit by the scheme was admitted by Government in the previous order. On principle it was felt desirable that the anomaly of the same class of teachers in different localities receiving different rates of pay while doing the same kind of work should be removed; while the abolition of the grain compensation allowance wherever possible has already been recognized in various cases. The extent to which the anomaly prevails will be evident from the fact that though the Government recognize nearly 22 of the 25 districts as suitable localities for the payment of grain compensation allowance, local bodies do not follow the practice of Government but pay the allowance in very limited areas. Only nine district boards and five municipal councils pay these allowances and it is highly doubtful whether even in the same district all the local bodies grant the concession (page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918). There will thus be variety of practices in the same town, in the same taluk and in the same district. The present opportunity of levelling up these conditions should not, it was thought, be lost. In view of the facts that the bulk of the teachers are in the employ of local bodies, those under Government being very few, and that as shown above grain compensation allowance is paid only in a few local areas, it seems clear that comparatively a large section of the last grade teachers will benefit by the scheme sanctioned by the Government and that the Director's apprehension that a very large number will go unbenefited may not be well founded. No information is now available as to the exact number* of teachers who will receive enhancement of pay according to the Director's original proposals. So far as Government schools are concerned, all the teachers on minimum rates of pay will be benefited by the Director's scheme, but will be affected by the Government Order on account of the withdrawal of grain compensation allowance, as this allowance is now paid in almost all districts. The number of such teachers is 97 in

* Not available in Educational Secretariat except in regard to Government teachers. Director of Public Instruction's office is not able to furnish. Ascertained by telephone. The information may be gathered in Local and Municipal; but the collection of papers and collating the figures will take time.

boys' schools and 326 in girls' schools. As regards schools under *local bodies*, the number of teachers may be calculated roughly with reference to the amount of subsidy originally proposed by the Director of Public Instruction. On this basis, the total number of teachers in boys' schools may be taken at 9,688 and that in girls' schools at 276. From the figures furnished by the Local and Municipal Department, it is observed that there are 849 teachers in boys' schools on receipt of Rs. 10 and 36 in girls' schools on receipt of less than Rs. 12 who are now being paid grain compensation allowance [page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918]. It will thus be seen that out of a total number of 9,785 teachers in boys' schools and 602 teachers in girls' schools, only about 946 and 362 teachers respectively would not be benefited under the proposals sanctioned in G.O. No. 170, Home (Education), dated the 12th February 1918, while 8,839 and 240 teachers respectively will have their salaries increased.

This is also plain from the fact that only about Rs. 23,000 of the total allotment (1 32 lakhs) for the purpose of increase of pay to elementary school teachers will be left unutilized (page 6 of notes to G.O. No. 170, dated 12th February 1918). Another factor which may justify the maintenance of the decision already arrived at by the Government will be the likelihood of a further increase of pay to these teachers being sanctioned out of the 5-50 lakhs of the Imperial grant sanctioned by the Government of India. This addition to pay coming after the equalization may avert any probable discontent among the small section of teachers referred to by the Director. It is therefore for consideration whether the previous order in G.O. No. 170, Home (Education), dated the 12th February 1918, should be reconsidered.

3. With reference to the portion marked A in the Honourable Member's note on page 2 ante, it is submitted that the original proposal of the Chief Secretary to increase the minimum rate of pay of teachers in boys' schools to Rs. 12 had to be dropped, as it would entail an *additional* recurring outlay of about a lakh per annum [paragraph 4, page 4 of notes to G.O. No. 170, Home (Education), dated the 12th February 1918]. With reference to the other observation of the Chief Secretary, attention is invited to paragraph 3 of G.O. No. 170, Home (Education), dated the 12th February 1918, from which it will be seen that the subsidy to be paid to local bodies from the 4 lakhs grant is the net amount of extra expenditure arrived at after taking into account the saving due to the abolition of grain compensation allowance. It is the intention of the Government to debit only this net expenditure to the Imperial grant.

4. The Director in his current letter points out the difficulty of confining subsidies to local bodies only to *trained* teachers now in service in boys' schools and to *women* teachers in girls' schools, in making out the calculations for distribution. In accordance with the previous practice, the Government Order laid down clearly that increased pay should be given only to such teachers. It appears that in previous calculations of subsidies the number of *posts* and not the qualifications of the existing incumbents in them was taken as the basis; and this practice is apparently justified by the necessity being felt frequently for increased subsidy when untrained teachers are replaced by trained men and male teachers in girls' schools are replaced by women. The Government have not issued any definite instruction that the amount of subsidy should be determined only with reference to the qualifications of the existing incumbents. The Director may follow the usual procedure. There seems to be no objection to his basing his calculations on the number of sanctioned *posts*. No doubt there may be some saving here and there left with local bodies of unutilized increase of pay. As provincial grants are kept in distinctly separate accounts by local bodies these savings, if any, may, as is now the practice, be utilized on equipment and other improvements to schools. There will be no misuse of grants as diversions have to be approved by the Government.

5. From the Director's current letter it is clear that, if the orders of Government in G.O. No. 170, Home (Education), dated 12th February 1918, are adhered to, it may not be possible to calculate the amount of subsidy payable to each local body without a further reference to them and fresh calculations. All these may not be finished before the close of the current year. To prevent the lapse of the grant, it is submitted for consideration whether subsidies according to the Director's *original* proposal may not be disbursed *at once*, in advance of the actual distribution in accordance with the

orders in the above Government Order. If on actual calculation any amount is found to have been paid in excess of the actual requirements to any local body, that amount may be taken into account in the payment of subsidies payable to local bodies in 1918-19. Presumably the Director of Public Instruction has in his office figures ready for distribution according to his original proposals.

C. RAMANUTA ACHARIYAR—12-3-18.

The above note is prepared according to my instructions. The main point at issue may be stated briefly as follows.

2. Accurate figures are not available but the following table is fairly approximate:—

Item.	Government schools.	Under local bodies.
(1) Number of teachers in girls' schools drawing less than Rs. 12.	326	276
(2) Of the above the number drawing grain compensation allowance.	x	36
(3) Number of teachers in boys' schools drawing less than Rs. 12.	97	9,688
(4) Of the above the number drawing grain compensation allowance.	y	849

3. *Regarding item x*.—Grain compensation allowance is ordered from time to time in individual districts. It is ordered in most districts, so the maximum value of 'x' is 326.

4. Similarly the maximum value of 'y' is 97.

5. The total number of teachers in both boys and girls' schools drawing less than the minimum is 10,387. Of these the maximum number drawing grain compensation allowance is 1,303 or about 12 per cent. Really it is much less. Because (1) we give maximum values whenever there is doubt; (2) we have included all teachers, trained and untrained.

6. If the Government Order is modified so as to restore the grain compensation allowance, only a part of this 12 per cent will draw enhanced allowances, i.e., when the posts concerned are filled up by trained teachers.

7. We actually improve the pay in more than 88 per cent; we also improve in the case of such members of the 12 per cent as draw less than the minimum in the aggregate.

8. On principle too, I submit that the Government Order is correct. The bulk of the teachers is employed under local bodies. That some teachers get grain compensation allowance is entirely due to accidental circumstances. For entirely similar work, some teachers get more pay than others. Why perpetuate the anomaly?

9. Another consideration. If a teacher now gets Rs. 10 and is employed under a local body paying grain compensation allowance, I propose he should get Rs. 11; but under the Honourable Member's suggestion, he will get Rs. 11 + 1-8-0, i.e., Rs. 12-8-0.

Under another local body, a teacher *not* getting grain compensation allowance may be getting Rs. 12, doing a higher kind and more responsible work. Yet he will continue to get Rs. 12 only against Rs. 12-8-0 of the other.

10. I submit that the Government Order is intended to remove these anomalies.

11. Regarding the immediate drawing of the subsidies, I have issued instructions to the office. Financial will be consulted.

Submitted to His Excellency and the Honourable Member (Financial).

R. RAMACHANDRA RAO—14-3-18.

Please let Director of Public Instruction see your foregoing observations above; and if necessary discuss them with him. This is an urgent matter.

Then to the Honourable Member (Financial).

P[ENTLAND]—15-3-18.

L. D. SWAMIKANNU—15-3-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I need not reiterate my point about grain compensation allowance. I quite see the advisability of absorbing it in pay in the case of teachers in Government schools and if I have to propose from the 5½ lakhs further enhancement of pay I shall be forewarned and make turning grain compensation allowance into pay the first enhancement. As regards local fund schools I adhere to my notion that it would be better to leave grain compensation allowance quite out of the question in any enhancement that may be made and I think the fact that it is sparingly given by local bodies is more in favour of this view than against it. Probably all local bodies in districts where Government have ruled it to be necessary ought to give it and there is some chance of their doing so if they are left alone in the matter. I do not see that uniformity need be sought for other than by this means. May not the law of supply and demand be relied on? A local body that can't get and keep trained teachers without giving grain compensation allowance may be expected to give it.

I submit that you can only improve the position of all local fund teachers in an equal degree by giving them an equal rise of salary irrespective of what one or other local body may do about grain compensation allowance. Of course we shall have to see that they don't discontinue it except because of a fall in prices.

I presume that the question can be finally settled in connexion with the distribution of the 5½ lakhs.

J. H. STONE—24-4-18.

HOME (EDUCATION) DEPARTMENT.

Government schools.—In paragraph 1 of G.O. No. 170, Home (Education), dated the 12th February 1918, the Government sanctioned the raising, with effect from the 1st March 1917, of the minimum pay of trained teachers in Government elementary schools for boys to Rs. 11 per mensem and of women teachers in Government girls' schools to Rs. 12 per mensem and directed the withdrawal of grain compensation allowance simultaneously, those prejudicially affected being granted personal allowances to compensate for the loss. Apparently these orders have not yet been given effect to. The Director now admits the advisability of absorbing grain compensation allowance in pay in the case of teachers in Government schools and states that, if he has to propose further enhancement of pay out of the recurring grant of 5½ lakhs recently sanctioned by the Government of India, he will turn grain compensation allowance into pay as the first enhancement [Letter from the Government of India, No. 245, dated 6th April 1918]. The Director of Public Instruction's idea is not quite clear. It looks as if he is prepared to accept the principle involved in the orders of Government but not to give effect to them immediately to the full extent pending the distribution of the Imperial grant of 5½ lakhs. He will enhance the pay to Rs. 11 and Rs. 12 but not withdraw grain compensation allowance unless a further increase is sanctioned from the Imperial grant. It is for consideration whether this position should be accepted. The distribution of the Imperial grant is to be determined soon and in the current year. The principle having been accepted, the suggestions made by him seem the best solution of the question. The enhancement even if sanctioned late in the year can be given effect to retrospectively, if considered desirable.

2. *Schools under the management of local bodies.*—In paragraph 3 of the Government Order quoted above the Government agreed with the Director that the minimum pay of teachers in schools under the management of local bodies should also be simultaneously raised as above indicated. They however directed that, in localities where grain compensation allowance was being paid to teachers in the employ of local bodies, a part or the whole of the allowance should be converted into permanent salary so as to raise the minimum pay to the rate approved and that the balance, if any, remaining of the allowance should continue to be paid by the local body to the teacher now in receipt of it in the form of a personal allowance. To enable local bodies to raise the minimum pay of the teachers in their employ, the Government expressed their readiness to sanction, if necessary, additional subsidies which would be fixed with reference to the extra cost involved in the proposal after deducting the saving, if any, effected by the withdrawal of grain compensation allowance. The reasons which led

to the issue of the above orders will be found set out in Mr. Graham's note, dated 5th November 1917, on page 23 of notes to G.O. No. 1433, dated the 15th November, 1917 and also in the notes on pages 3—5 supra. It was apprehended that as soon as the pay of teachers in the employ of local bodies was raised with the aid of provincial subsidy, such of the local bodies as were paying grain compensation allowance to their employees would at once discontinue it and it was therefore thought proper that they should be asked to substitute a permanent increase in pay for grain compensation allowance and then to use the Government subsidy for the purpose of levelling up. On principle also it was felt desirable that the anomaly of the same class of teachers in different localities receiving a different rates of pay while doing the same kind of work should be removed. The Director however still adheres to his opinion that it would be better to leave grain compensation allowance quite out of the question in any enhancement that might be made in the pay of teachers under local bodies and in support of his view he adduces the following grounds:—

(1) grain compensation allowance is now sparingly given by local bodies and this fact is more in favour of his view than against it.

(2) Uniformity in pay need not be sought for in all cases, and reliance may be placed on the law of supply and demand. A local body that cannot get and keep trained teachers without giving grain compensation allowance may be expected to give it.

(3) An improvement in the position of all local fund teachers can be secured in an equal degree only by giving them an equal rise of salary irrespective of the grain compensation allowance now drawn by them.

The Director at the same time recognizes that the Government will have to see that the local bodies do not discontinue grain compensation allowance except because of a fall in prices. It is not clear how this watch can be kept and it is for consideration whether the arguments adduced by the Director are such as to necessitate a reversal of the orders passed in paragraph 3 of G.O. No. 170, dated the 12th February 1918.

3. In G.O. No. 361, Home (Education), dated the 18th March 1918, the Government sanctioned provisionally the distribution of certain subsidies among local bodies towards the enhancement of the minimum pay of teachers in elementary schools. If the orders passed in paragraph 3 of G.O. No. 170, Home (Education), dated the 12th February 1918, are to be maintained, the amounts sanctioned to certain local bodies will have to be reduced in the current year as the amounts will have to be taken as the contribution of the local bodies towards the enhancement of the pay. It is for consideration whether the Director may not be asked to obtain at once from all local bodies definite and full particulars as to the number of posts affected by the orders issued in G.O. No. 170, Home (Education), dated 12th February 1918, the rate of grain compensation allowance, if any, now paid by each local body and such other particulars as may be necessary for the fixing of the Government subsidy. As pointed out by the Director of Public Instruction final orders can be passed only when the distribution of the Imperial grant of 5½ lakhs recently sanctioned by the Government of India comes up for consideration, but in the meanwhile the above particulars may be collected to facilitate the disposal of the question.

N.K.—30-4-18.

C. RAMANUJA ACHARIYAR—3-5-18.

Please type the Director of Public Instruction's notes on page 6. Then I shall discuss the matter with the Director of Public Instruction.

Treat as urgent.

R. RAMACHANDRA RAO—6-5-18.

Typed and submitted.

N.K.—7-5-18.

I have discussed this matter with the Director of Public Instruction. He agrees to my views so far as Government schools are concerned.

2. The only class of teachers we have to consider is those employed under local bodies (inclusive of municipal councils) who now actually draw grain compensation allowance. The Director argues that if a man is paid now Rs. 10 and gets Rs. 1-8-0

as grain compensation allowance, and if his pay is revised as Rs. 11 with a personal allowance of 8 annas, he really gets no real increase of emoluments. So far as this goes, he is right.

3. But it is only in less than 12 per cent of the cases such teachers get grain compensation allowance.

If really the grain compensation allowance was sanctioned only in such cases where the law of supply and demand needs such increase of emoluments, I would agree with the Director of Public Instruction. But we know that the grain compensation allowance has been sanctioned in twenty-two districts by Government, it has been only sparingly sanctioned by local bodies. Such sanctions are due to accidental circumstances—interest taken by the local bodies in schools, heavy balances, push of the Educational officers. etc.

4. The Director of Public Instruction has seen the trend of my views and raised another question. If under my scheme a teacher gets Rs. 11 and a personal allowance of 8 annas his successor will get only Rs. 11. So whatever be the classification of the debit, we get an inferior article. Eventually the Director of Public Instruction was disposed to waive his objections if the *whole* of the grain compensation allowance in the case of the teachers under consideration be converted into salary irrespective of the minima now prescribed. I do not think local bodies will object as they actually incur the expenditure suggested.

5. An incident of my proposal is that almost all the whole of the grain compensation allowance now paid by local bodies will be a saving in our grant and available for expanding education elsewhere.

6. To Director of Public Instruction again to note if I have correctly summarized yesterday's discussion.

R. RAMACHANDRA RAO—21-5-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I don't agree that calling grain compensation allowance, pay or personal allowance improves the teachers' position but in view of the small number of cases of payment of grain compensation allowance by local bodies I will not further press my request that in relation to them all question of grain compensation allowance should be omitted. In the case of Government schools the position is reversed. Grain compensation allowance is the rule not the exception and I think there ought to be an enhancement of pay in addition to making grain compensation allowance pay. That is I think **X** that the pay should be pay + grain compensation allowance + X, where X is any enhancement decided on as suitable and that can be afforded.

The enhancement of 1917-18 and any further enhancement that may be made out of the 5½ lakhs will have to be for trained teachers (1) because one object of the enhancement is to encourage training, (2) because to give even Re. 1 enhancement to all teachers even in boys' elementary schools would cost Rs. 5,88,720, since besides enhancing board school teachers' pay an extra rupee would have to be given to all the aided school teachers. A rupee extra for all the trained teachers in these schools would be nearly two lakhs. When this point and that of grain compensation allowance are settled I can ask local bodies to give particulars which will make possible a proper redistribution of the amount paid out in 1917-18.

I am considering the possibility of further enhancement in connexion with the 5½ lakhs.

J. H. STONE—18-6-18.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction has since changed his position. He considers that, in the case of *Government* schools, any increase in pay should be in addition to grain compensation allowance whereas in the case of schools under the management of *local bodies* he has no objection to grain compensation allowance being merged in any increase of pay that may be allowed. It is doubtful whether, under such a system, uniformity can be secured in the rates of pay allowed

to teachers in Government schools and to those serving in the institutions under local bodies. The Director will probably make his position clearer when he submits proposals for the distribution of the Imperial grant of 5½ lakhs. In the meanwhile, it is for consideration whether his views as now enunciated may be accepted. Financial will have to be consulted in the matter.

N.K.—21-6-18.

C. RAMANUJA ACHARIYAR—22-6-18.

A possible objection to the Director of Public Instruction's proposals is, as pointed out above, the differing rates of pay in the *same locality* of teachers employed in Government schools and teachers in local board schools. It is no answer that this difference exists already, as our object is to reduce the inequalities. However, the existence of schools of both classes for boys or for girls in the same locality must be rare. I shall not therefore press this objection.

2. But if material proposals are to be submitted shortly, may this file be held over till those are received?

R. RAMACHANDRA RAO—24-6-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The proposals about the 5½ lakhs cannot be ready for some months.

What is immediately necessary seems to be the settlement of the grain compensation allowance question as regards last year's distribution. I can see the point of not subsidizing certain local bodies so as to transfer from them to Government the responsibility for what is in effect part of the pay of their teachers but I cannot see the justification for the Local Government taking money from India to relieve themselves of a similar responsibility in respect of some of their teachers. The money is given to improve the pay of teachers and merely using it to extinguish grain compensation allowance is not improving their pay.

I am not much impressed by the necessity for uniformity. Government always pays higher salaries to teachers than local boards and private managers, because I suppose Government institutions are regarded as models. I have said I won't press further my views about grain compensation allowance but the more I think of it the more I am convinced that it would be very much better to leave it altogether out of the question even if doing so does result in a few local bodies saving small sums now given as grain compensation allowance—sums that we know they can devote to other purposes, e.g., getting better teachers by paying them above the minimum rate.

J. H. STONE—28-6-18

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction is not for abolishing grain compensation allowance in the case of teachers in *Government* schools. He is also of the opinion that the allowance, if any, now paid by local bodies should not be taken into account in fixing the subsidies payable to them under the terms of G.O. No. 170, dated 12th February 1918. If this view is accepted, the provisional distribution sanctioned in G.O. No. 361, dated 18th March 1918, may be confirmed and it will be unnecessary to call for particulars as to the actual amounts now paid by local bodies as grain compensation allowance.

2. As regards teachers in Government schools, the question of increase to their pay may wait till the Director's proposals for the distribution of 5½ lakhs are received. Any increase in pay that may be granted to them can have effect only from the beginning of this year as last year's provision has lapsed.

3. The file may be sent to Local and Municipal and Financial for remarks.

N.K.—2-7-18.

C.R.—3-7-18.

R.R.—4-7-18.

LOCAL AND MUNICIPAL DEPARTMENT.

Submitted that the Director of Public Instruction's view may be accepted in this department and the file passed on to Financial.

V.K.—5-7-18.

T.B.R.—5-7-18.

V. T. KRISHNAMA ACHARIYAR—6-7-18.

R. A. GRAHAM—6-7-18.

FINANCIAL DEPARTMENT.

In connexion with the utilization of the recurring Imperial grant of 4 lakhs given by the Government of India from 1917-18 for the improvement of the pay and the training of teachers in primary and secondary schools [paragraph 1 on page 1 of G.O. No. 1433, Home (Education), dated 15th November 1917], the Government sanctioned the raising of the minimum pay of trained teachers in elementary schools to Rs. 11 in boys' schools and of women teachers to Rs. 12 in girls' schools under public management [paragraphs 1 and 3 of G.O. No. 170, Home (Education), dated 12th February 1918]. At the same time it was directed that grain compensation allowance should be withdrawn from teachers drawing less than the above minima.

The Director of Public Instruction has always been against the withdrawal of grain compensation allowance from these teachers—vide page 17 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917. Director of Public Instruction's letter in the current file, and the demi-official on pages 1-2 ante. After much discussion on the subject between the Home Department and the Director of Public Instruction the Home Department make the following proposals.

2. *Government schools.*—The intention was to withdraw grain compensation allowance from all teachers who were drawing less than the minima adopted and to give personal allowances to those adversely affected [paragraph 1 of G.O. No. 170, Home (Education), dated 12th February 1918]. The Director of Public Instruction now considers that the pay of the teachers should be further revised, so that the minimum pay may be fixed at their original pay plus grain compensation allowance plus some improvement decided on as suitable. This improvement in pay is to be proposed in connexion with the distribution of $5\frac{1}{2}$ lakhs recurring grant for education given by the Government of India with effect from the current year (letter from the Government of India, No. 245, dated 6th April 1918). If the improvement in pay is considered by the Director of Public Instruction to be absolutely necessary and the

See below.

L.E.K.—22-7-18.

3. *Schools under local bodies.*—In paragraph 3 of G.O. No. 170, Home (Education), dated 12th February 1918, it was directed that in localities where grain compensation allowance was being paid to teachers in the employ of local bodies, a part or whole of the allowance might be converted into permanent salary so as to raise the minimum pay as approved in the Government Order, the balance, if any, of the allowance being paid to the teacher as personal allowance. The Government also promised subsidies, to be fixed with reference to the extra cost involved in the proposal after deducting the saving, if any, effected by the withdrawal of grain compensation allowance. As a result of references made to local bodies, it is found that very few local bodies pay grain compensation allowance to their teachers and that of the total number of $(276 + 9,688 =) 9,964$ or nearly 10,000 teachers affected by the proposals only $(36 + 849 =) 885$ now receive grain compensation allowance [page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918 and page 5 ante]. The Director of Public Instruction proposes that, in view of the small number of teachers under local bodies now receiving grain compensation allowance, the subsidies may be calculated merely with reference to the number of teachers and grain compensation allowance may be left out of account. The distribution of this sum has already been sanctioned as a temporary measure on this basis—vide G.O. No. 361, Home (Education), dated 18th March 1918. The objection to this course,

which has already been raised by the Local and Municipal Secretary—vide his note dated 5th November 1917, on page 23 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917—is that local bodies who now pay grain compensation allowance to teachers may withdraw it when their pay is raised with the help of Provincial subsidies. It is stated that it is not possible to estimate the saving due to grain compensation allowance in the districts where they are now paid by local bodies, without calling for the information again. It is also pointed out that the amount so saved is likely to be small, and that such small savings will only go to raise the pay of other teachers under the local bodies concerned. In the circumstances, it is for

The matter does not seem to be of much consequence here. We may let Education and Local and Municipal decide what should be done.

L.E.K.—22-7-18.

L.D.—23-7-18.

No. 1433, Home (Education), dated 15th November 1917, and the Honourable Member's note on page 2 ante.

4. The Director of Public Instruction has also raised another point in this connexion. He points out that while the increased minimum rates of pay have been sanctioned for trained teachers or women teachers only, the subsidies to local bodies have been calculated on the total number of trained and untrained teachers employed in schools managed by local bodies. He says that it is impossible to frame an estimate at present for qualified teachers only, and that it is desirable to take into account the total number of trained and untrained teachers' posts, as there is likely to be difficulty in regard to funds when the posts now occupied by untrained teachers in boys' schools and male teachers in girls' schools happen to be filled by trained teachers and women teachers respectively. That is to say, each time such a contingency happens, the local body will come up with application for increased subsidy. The Home Department evidently support the proposal, and it is stated that this was the practice adopted on previous occasions. If the proposal is given effect to, there will be some small savings for each local body, but it is pointed out that as local bodies keep separate accounts for Provincial grants, the savings will, as at present, be utilized on equipment and other improvements to schools.

L.E.K.—22-7-18.

L.D.—23-7-18.

The proposal need not perhaps be objected to in Financial.

T.A.S.—23-7-18.

The proposals in this file keep changing with such lightning rapidity that

I certainly do not understand it.

L.D.—23-7-18.

I find it difficult to understand what the ultimate proposal is. As regards Government schools I take it that it is not proposed to interfere with the orders already passed [G.O. No. 170, Home (Education), dated 12th February 1918], but the Director of Public Instruction will when submitting proposals for the distribution of the $5\frac{1}{2}$ lakhs grant take into consideration the fact that grain compensation allowance was absorbed in the last reorganization and will therefore propose further increases of pay equal to grain compensation allowance. The question of whether the minimum pay should be further increased will then come up for consideration, but inasmuch as the principle that grain compensation allowance should be abolished has been accepted there can, I submit, be no objection in Financial to the further increase being based on the amount of the grain compensation allowance formerly drawn.

L. E. KERSHAW—22-7-18.

The confusion and obscurity arise out of the varying ideals, viz. :—

- (1) improvement of emoluments.
- (2) removal of anomalies,
- (3) fixation of a minimum.

I hope the final proposals put forward by Home (Education) will be clearly and succinctly stated.

L. DAVIDSON—23-7-18.

1203, Home (Edn.)—4

HOME (EDUCATION) DEPARTMENT.

The Financial Department has no objection to the proposal that grain compensation allowance should be left out of account in determining the subsidies payable to *local bodies* towards raising the minimum pay of teachers. The provisional distribution ordered in G.O. No. 361, Home (Education), dated 18th March 1918, may now be confirmed.

2. As regards teachers in Government schools, the Assistant Secretary's note above assumes that grain compensation allowance will be withdrawn in their case as ordered in G.O. No. 170, Home (Education), dated 12th February 1918, and suggests that, in the distribution of the Imperial grant of 5½ lakhs recently sanctioned, the teachers should be granted an increase of pay equal to the grain compensation allowance withdrawn and that the question of any further increase should be considered on its merits.

3. It does not appear that effect has yet been given to the orders withdrawing grain compensation allowance in the case of teachers in Government schools. In fact, the Director of Public Instruction has been repeatedly protesting against the proposal to utilize Imperial grants in extinguishing grain compensation allowance. Attention is solicited to the portion marked *M* on page 9 ante.

4. The Director's contention appears to be that the Imperial grants should be utilized solely on raising the *pay* of teachers so far as funds will permit and that, if grain compensation allowance is to be withdrawn, a further increase to the pay should be allowed. The question of distribution of Imperial grant will be kept distinct from that of abolition of grain compensation allowance. The Financial Department may be asked whether it accepts the above arrangement.

N.K.—9-8-18.

The question for discussion has now narrowed itself to the case of *Government*, school teachers. Their maximum number is 423. The Director of Public Instruction no doubt was first disposed to agree to absorbing the grain compensation allowance in the enhancement of salary to be sanctioned. He has since changed his mind and protests against any enhancement from the *Imperial* grant being utilized towards the absorption. There have recently been two assignments from Imperial funds—the 4 lakhs grant of last year and the 5½ lakhs of this year. The enhancement now in question was proposed in connexion with the former grant and the Director of Public Instruction's final opinion is that this increase should not be taken as a mere substitute for the grain compensation allowance. As regards the other grant (5½ lakhs) he has not submitted any definite proposals. His *general* view as regards the utilization of Imperial grants, if it is to be applied to the latter also, will not also allow any increase of pay to teachers from 5½ lakhs grant to be utilized in the extinction of grain compensation allowance. In other words, the Director of Public Instruction's opinion is that the grain compensation allowance should be left out of account altogether in respect of these enhancements, as has been accepted by Financial in the case of local bodies, and that G.O. No. 170, dated 12th February 1918, should be reconsidered in this respect.

It is in regard to this point Financial's advice is still needed.

C. RAMANUJA ACHARIYAR—9-8-18.

Shortly stated the position is this. In the second sentence of paragraph 1 of G.O. No. 170, dated 12th February 1918, Government practically directed the abolition of grain compensation allowance in the matter of the reorganized posts (wherever necessary).

2. My own views are contained in the above pages. Very likely the personal allowances permissible under the above order will disappear at the next reorganization.

3. The Director of Public Instruction solicits a reconsideration of the above order and the Honourable Member (Financial) has directed an examination. The present ultimate proposals are that the grain compensation allowance should be entirely ignored (i.e., the sentence above referred to should be cancelled).

4. The teachers affected are employed in (1) Government schools, (2) local (i.e., local board plus municipal) schools.

5. In the Financial office-note above the objection to the cancellation of the sentence is withdrawn; I am not sure if the Chief Secretary approves of this. The views of Financial are invited on the above points—whether the grain compensation allowance may continue to be paid irrespective of the minimum to (1) Government schools, (2) local schools (as above defined).

Thereafter all the above views may be submitted to Government for orders.

6. I may also remark that it appears that the Director of Public Instruction has not given effect to the orders of cancellation.

7. Incidentally two other questions have been raised in case this reconsideration is sanctioned:—

I. What if local bodies cancel grant of grain compensation allowance? So that our view in improving the salary of the lowest teacher is frustrated? Under my proposals, this danger will not arise—vide remarks on page 11 *supra*.

II. How to ensure that the benefit of the increased minimum is confined to trained teachers only? This is an administrative matter to be settled in consultation with Local and Municipal; and I know that the Director of Public Instruction is contemplating some measures.

R. RAMACHANDRA RAO—10-8-18.

FINANCIAL DEPARTMENT.

Please see Financial notes on pages 10—11 and the Home Secretary's note above. The final proposals, as stated by the Home Department, are for the cancellation of the orders in paragraph 3 of G.O. No. 170, Home (Education), dated 12th February 1918, about the abolition of grain compensation allowance in (i) *Government* and (ii) *local board schools*, i.e., the teachers in these schools should be given the increase of pay sanctioned for them out of the Imperial grant of 4 lakhs and they should be permitted to draw grain compensation allowance in future.

2. *Local board schools*.—Chief Secretary has agreed that grain compensation allowance may be left out of account in fixing the subsidies payable to local boards—marginal note on page 11 ante—and the orders in paragraph 3 of G.O. No. 170, Home

J.M.H.—22-8-18.

L.D.—23-8-18.

(Education), dated 12th February 1918, about grain compensation allowance may be cancelled so far as local boards are concerned.

3. *Government schools*.—Please see notes on pages 12, 17 and 18-19 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917. The grain compensation allowance has been withdrawn from the staff following the usual policy of Government to withdraw the allowance when a general revision is sanctioned.

4. Chief Secretary has remarked that a minimum of Rs. 12 without grain compensation allowance should be sufficient remuneration for these elementary school teachers (male trained teachers in boys' schools and women teachers in girls' schools)—Chief Secretary's note, dated 19th September 1917, on page 19 of G.O. No. 1433, Home (Education), dated 15th November 1917; but Home Department restricted the minimum to Rs. 11 without grain compensation allowance in the case of trained teachers in boys' schools [page 5 of notes to G.O. No. 170, Home (Education), dated 12th February 1918]. The Director of Public Instruction and the Honourable Member (Financial) seem now to consider that the minima already fixed should be raised. In view of the fact that there is no intention to debit to the Imperial grant the sum required for the extinction of the grain compensation allowance and thus to make a profit to the Provincial funds, it is for orders whether Financial may for the present agree, if Home Department consider it necessary, to allow the teachers to draw grain compensation allowance (which they were getting before) in addition to the increase of pay sanctioned out of the Imperial grant of 4 lakhs—page 15 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917. If this is allowed, there will be no extra cost to Provincial funds.

This may be accepted subject to the proposal in paragraph 5.

J.M.H.—22-8-18.

L.D.—23-8-18.

5. It may be remarked in this connexion that the pay of these teachers is again to be revised soon consequent on the utilization of the Imperial grant of 5½ lakhs recently sanctioned. In view of the present policy of Government orders are solicited whether Home Department may be requested to inform the Director of Public

L.D.—23-8-18. Instruction that the proposals for the utilization of the 5½ lakhs should be framed so as to abolish grain compensation allowance in the case of the teachers affected. The Director of Public Instruction seems to be under a misapprehension that the Local Government are utilizing the Imperial grant for the extinction of grain compensation allowance and he may be *definitely told* that there is no such intention and that the savings effected by the abolition of this allowance need not be taken into account in the calculation of the expenditure to be incurred out of the Imperial grant.

T.R.N.N.—21-8-18.

J. M. HOOVER—22-8-18.

Yes: we ought to get rid of grain compensation allowance, but it is certainly not intended to make improvements in pay illusory by leaving out of account the loss of grain compensation allowance.

2. I don't know what the financial effect of the changes to which Financial now agrees will be, but if it can be stated approximately so far as concerns (a) Imperial and (b) Provincial Funds, a brief note indicating it should be added.

L. DAVIDSON—23-8-18.

Paragraph 2 of Chief Secretary's note above.—Please see pages 4 and 6 of notes to G.O. No. 170, Home (Education), dated 12th February 1918. The position as regards the pay of these elementary teachers is as follows:—

	Per annum.
Cost of raising the minimum pay to Rs. 11 in the case of trained teachers in boys' schools and to Rs. 12 for women teachers in girls' schools.	Rs. 1,32,421
Grain compensation allowance now paid—	Rs.
By Government	6,420
By local bodies	16,884
	23,304
Difference ...	1,09,117

According to the orders issued in G.O. No. 170, Home (Education), dated 12th February 1918, the sum of Rs. 1,09,117 referred to above will be debited against the Imperial grant, Rs. 6,420 against Provincial funds (as increased pay) and Rs. 16,884 against Local funds.

2. According to the revised orders now proposed, the sum of Rs. 1,32,421 will have to come from the Imperial grant; i.e., there will be an *extra expenditure of Rs. 23,304 per annum to Imperial funds*.

3. Provincial will have to pay hereafter Rs. 6,420 per annum as grain compensation allowance. There will thus be *no extra cost to Provincial funds*.

4. If local bodies continue to pay grain compensation allowance as heretofore, there will be no extra cost for them; if they stop the allowance they will gain something.

5. The above figures are only approximate.

T.R.N.N.—24-8-18.

J.M.H.—24-8-18.

Thank you.

L.D.—26-8-18.

HOME (EDUCATION) DEPARTMENT.

A draft order and a draft demi-official are submitted for approval.

S.A.—23-8-18.

N.K.—31-8-18.

C. RAMANUJA ACHARIYAR—3-9-18.

The drafts are in accordance with the wishes of Mr. Stone and the Financial note.

R. RAMACHANDRA RAO—4-9-18.

His Excellency does not consider the draft demi-official to the Director of Public Instruction sufficiently explicit. A revised draft approved by His Excellency is put up.

(By order)

T. E. MOIR—10-9-18.

A. G. C[ARDEW]—11-9-18.

Issue demi-official and Government Order.

R.R.—11-9-18.

Demi-official—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Ayargal, Secretary to Government, Home (Education) Department.
To—H. S. DUNGAN, Esq., Acting Director of Public Instruction.
Dated—Ootacamund, the 11th September 1918.
No.—616-A/6.

Orders are issued separately cancelling the direction in G.O. No. 170, Home (Education), dated the 12th February 1918, as regards the withdrawal of grain compensation allowance in the case of teachers in Government elementary schools whose minimum pay is raised as therein sanctioned. In the opinion of Government however the time has come to abolish grain compensation allowance by merging it in permanent salaries and they are of opinion that this may most conveniently be done when such further revision of pay as can be provided from the Imperial grant of 5½ lakhs takes place. To take a concrete example if a teacher now draws Rs. 10 plus Rs. 1-8-0 grain compensation allowance and an increase of Rs. 1 is provided from that source his consolidated pay will become Rs. 12-8-0. After this revision he will however no longer be eligible for grain compensation allowance in addition to his consolidated salary.

I am also to inform you that of the addition to the permanent salary thus effected only the Rs. 1 will be met from the Imperial grant. It is not intended to use that grant in order to meet that portion of the consolidated salary which was formerly represented by grain compensation allowance. That amount will continue to be met from Provincial funds.

[G.O. No. 1203, Home (Education), dated 11th September 1918.]

Modifying G.O.No. 170, Home (Edn), d/12-2-18
in regard to the payment of g.c.a. to teachers in
whose minimum pay is raised.

P. S.

2. *In view of the above decision, the subsidies payable to local bodies to enable them to raise the minimum pay of teachers in their employ* as indicated in G.O. No. 170, Home (Edn), d/12-2-18' will be fixed irrespective of the amount of g.c.a., if any, paid to the teachers by the local bodies.

2
8/10/18
The provisional distribution of sub-
sidies sanctioned in G.O. No. 361, Home
(Edn), d/18-3-18 is hereby confirmed.

3. The D.P.I. is requested to submit
at an early date, proposals for the distri-
bution among local bodies of the pro-
vision of Rs. 1,22,891 entered in the
current year's budget estimate under
22. E. Education - Govt. schools General-
for raising the minimum pay of teachers.

To the D.P.I.

- .. A.G. (through Finl)
- .. Chairmen of Municipal Councils.
- .. Presidents of Dt. Bds.
- .. Financial Dept.
- .. L & M. dept.

Not for E.T.

Calc Book.

Reminder after two months



HOME (EDUCATION) DEPARTMENT
G.O. No. 1203, 11th September 1918

Elementary schools

Modifying G.O. No. 170, Home (Education), dated 12th February 1918, as regards the
payment of grain compensation allowance to teachers in—whose minimum pay is raised.

READ—the following papers:—

I
G.O. No. 170, Home (Education), dated 12th February 1918.

ABSTRACT.—Approving, with remarks, the proposal of the Director of Public Instruction
to raise, with effect from the 1st March 1917, the minimum pay of trained teachers in elementary
schools for boys under public management to Rs. 11 per mensem and of women teachers in
similar schools for girls to Rs. 12 per mensem.

II
G.O. No. 361, Home (Education), dated 18th March 1918.

ABSTRACT.—Sanctioning the distribution of a subsidy of Rs. 1,22,881 among local bodies
towards the enhancement of the minimum pay of teachers in elementary schools.

III
Letter—from the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public
Instruction.

To—the Secretary to Government, Home (Education) Department.

Dated—Madras, the 1st March 1918.

No.—Ref. on Cur. 3146/17.

With reference to paragraph 3 of G.O. No. 170, Home (Education) dated 12th
February 1918, I have the honour to submit the following for the consideration of
Government.

2. I find from the Government Order that the additional subsidy required by
each local body for raising the minimum pay of trained teachers in boys' schools to
Rs. 11 and of women teachers in girls' schools to Rs. 12 will have to be fixed with
reference to the extra cost involved in the proposal after deducting the saving, if any,
effected by the withdrawal of grain compensation allowance in cases where the
teachers are in receipt of such allowance.

Memorandum No. 6198-1 L., dated 7th November 1917, and the replies sent in
answer to this by the local bodies which form enclosures to G.O. No. 170, Home
(Education), dated 12th February 1918, indicate that the additional subsidy will have
to be calculated by taking into account the number of qualified teachers in boys'
schools and the number of women teachers in girls' schools in receipt at present of
respectively Rs. 10 and less than Rs. 12. The estimates proposed by me in my letter
No. R.C. 3146, dated 24th June 1917, printed in G.O. No. 1433, Home (Education),
dated 15th November 1917, were in the case of boys' schools based on the Assistant
Inspector's estimates made with reference to the number of posts on Rs. 10 and Rs. 8,
due allowance being made for the recurring subsidies now paid to local bodies towards
the enhancement of salaries from Rs. 8 to Rs. 10. In the case of girls' schools, the
estimates were based on the particulars furnished by local bodies in 1916 in regard to
the number of women teachers on less than Rs. 12. If as is desired by Govern-
ment the subsidy now required will have to be calculated with reference to the
number of trained teachers in boys' schools and the number of women teachers in
girls' schools, I submit that it is impossible to frame such an estimate at present
since most of the replies of the local bodies do not contain particulars essentially
required for the preparation of such a statement. If, on the other hand, Government
agree to the payment of subsidies required with reference to the number of posts on
Rs. 10 in boys' schools and Rs. 10 and Rs. 11 in girls' schools, I shall submit a
detailed statement soon adopting for the sake of greater accuracy, in the case of
municipalities, the number of such posts as found in their budgets of 1918-19.

I may point out in this connexion that it is desirable to take into account the
number of posts, since there is likely to be difficulty in regard to funds when the posts
now occupied by untrained teachers in boys' schools and male teachers in girls'
schools happen to be filled by trained teachers and women teachers, respectively. My
object in originally submitting the proposal was to enhance the attractiveness of the
lower grades of the teaching profession and not merely to benefit a few trained
teachers in boys' schools or women teachers in girls' schools and I submit that this
object will be defeated if the increase of pay is restricted as ordered by Government.
The most crying need in regard to elementary education is to attract into the schools
men of higher attainments and one essential means of securing this is to raise the
minimum emoluments of teachers. Trained teachers of suitable general qualifications
will be more readily secured for the elementary schools under public management if
the minimum pay offered is increased as I proposed.

HOME (EDUCATION) DEPARTMENT
G.O. No. 1203, 11th September 1918
Elementary schools

2

No. 1203, HOME (EDUCATION), 11th September 1918

Order—No. 1203, Home (Education), dated 11th September 1918.

On reconsideration, the Government are pleased to cancel the direction in G.O. No. 170, Home (Education), dated 12th February 1918, as regards the withdrawal of grain compensation allowance in the case of teachers in Government elementary schools whose minimum pay is raised as therein sanctioned. The Director of Public Instruction is requested to submit the necessary proposition statements giving effect to the increases in pay sanctioned by Government.

2. In view of the above decision, the subsidies payable to local bodies to enable them to raise the minimum pay of teachers in their employ as indicated in G.O. No. 170, Home (Education), dated 12th February 1918, will be fixed irrespective of the amount of grain compensation allowance, if any, paid to the teachers by the local bodies. The provisional distribution of subsidies sanctioned in G.O. No. 361, Home (Education), dated 18th March 1918, is hereby confirmed.

3. The Director of Public Instruction is requested to submit, at an early date, proposals for the distribution among local bodies of the provision of Rs. 1,22,891 entered in the current year's budget estimate under "22-E, EDUCATION—Government schools, General" for raising the minimum pay of teachers.

(True extract)

R. RAMACHANDRA RAO,
Secretary to Government.

To the Director of Public Instruction.
" Accountant-General (through Financial).
" Chairmen of Municipal Councils.
" Presidents of District Boards.
" Financial Department.
" Local and Municipal Department.

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For approval
 21-9-18
 22-9-18

For approval
 22/9/18

NOTES CONNECTED WITH G.O. No. 1203, HOME (EDUCATION),
 DATED 11TH SEPTEMBER 1918.

[SUBJECT.—Payment of grain compensation allowance to teachers in elementary schools whose minimum pay is raised.]

Previous papers:

G.O. 44-45, Educational,	10th January 1914
" 1320, Home (Education),	8th December 1916
" 1433 " "	15th November 1917
" 170 " "	12th February 1918
" 111, Financial,	19th " "
" 361, Home (Education),	18th March " "

Demiofficial—from the Hon'ble Mr. J. H. STONE, M.A., F.R.S., C.I.E., Director of Public Instruction.

To—the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., M.C., Member of Council.

Dated—Madras, the 22nd February 1918.
 No.—76.

With reference to our conversation of this morning may I invite your attention to G.O. No. 170, Home (Education), dated 12th February 1918, which deals with my proposals regarding the raising of the minimum pay of teachers in elementary schools for boys and girls under public management.

2. In Government schools the minimum pay is to be Rs. 12 in the case of women teachers in girls' schools and Rs. 11 in the case of trained teachers in boys' schools. Simultaneously grain compensation allowance is to be withdrawn and a personal allowance given where teachers would be adversely affected by this order. It is thus admitted that some teachers would actually be adversely affected by a proposal to raise their pay—a proposal which a special grant from the Government of India has made possible, but which is to be used in effect to enable Government to pay grain compensation allowance from Imperial funds instead of in benefitting the teachers. Let me give a few examples. A teacher on Rs. 10 in a girls' school who gets grain compensation allowance of Rs. 1-8-0 per mensem will get Rs. 12 pay but drop Rs. 1-8-0 grain compensation so that her gain is really 8 annas since it can't really be supposed that prices are going ever to fall so as to make grain compensation unnecessary. A woman teacher on Rs. 11 will get nothing but the change of name of Rs. 1-8-0 of what she receives from 'grain compensation' to pay and personal allowance. Similarly a male trained teacher in a boys' school will get Rs. 11 plus personal allowance 8 annas in lieu of Rs. 10 + Rs. 1-8-0 grain compensation allowance: he ought, I think, to get Rs. 11 + Rs. 1-8-0 grain compensation allowance, i.e., Rs. 12-8-0 in all.

3. In the case of board and municipal schools there will be inequalities as some give grain compensation allowance and some do not: a few have revised their scales of pay in lieu of giving grain compensation allowance and in such cases under the Government Order no subsidy will be payable.

4. The papers sent to me by Government (replies from local bodies enclosed with the Government Order) do not enable me to prepare an accurate estimate according to the orders of the Government as the replies from the local bodies are incomplete. The replies of the local bodies sent in answer to memorandum No. 6198-1 L., dated 7th November 1917, indicate that only the number of women teachers in girls' schools and the number of trained male teachers in boys' schools should be taken into account in calculating the subsidy required. Even in this case most of the replies do not contain particulars regarding the number of women teachers in girls' schools or trained teachers in boys' schools. It seems to me, however, that it is desirable to take into account, in the calculation of the additional subsidy required, the number of posts on Rs. 10 in boys' schools and the number of posts in girls' schools on Rs. 10 and Rs. 11, since there will be difficulty as regards funds when posts now occupied by male teachers in girls' schools or untrained teachers in boys' schools are filled by women teachers or trained teachers, respectively. It is too late to call for further information. My proposals which were submitted on 24th June 1917 were approximate, being based on the reports from the Assistant Inspectors of Schools and taking into account the number of posts on Rs. 10 or Rs. 11.

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2 NOTES TO G.O. No. 1203, HOME (EDUCATION), 11TH SEPTEMBER 1918

5. It will be observed that the purpose of giving the money, viz., to improve the pay and prospects of elementary teachers with a view to improving elementary education is largely defeated by bringing in the matter of grain compensation allowance and I write to ask you to be kind enough to consider whether all reference to it cannot be omitted from the order and the money distributed so as to give a real increase of emoluments of Rs. 1 or Rs. 2 in the case of female and of Rs. 1 in that of trained male teachers.

HOME (EDUCATION) DEPARTMENT.

In his D.O. No. 76, dated the 22nd February 1918, the Hon'ble Mr. Stone draws attention to the effect of G.O. No. 170, Home (Education), dated the 12th February 1918. That Government Order and its predecessor No. 1433, dated 15th November 1917, have not been seen by me before, but I notice that there has been a good deal of controversy between the Financial Department and the Director of Public Instruction about them. The question is susceptible of being very briefly stated. Early in 1917, the Government of India intimated that they had decided to make a recurring grant from Imperial revenues of Rs. 4 lakhs "for the improvement of the training and pay of teachers in primary schools in the Madras Presidency". Thus the object of the grant was the improvement of the pay of teachers. By G.O. No. 170, dated 12th February 1918, a sum of Rs. 1.09 lakhs has been devoted to raising the minimum pay of trained teachers in Government elementary schools for boys to Rs. 11 a month and of women teachers in Government girls' schools to Rs. 12 a month. On the face of it, this utilization of the money is in accordance with the intention of the Government of India, but the Director of Public Instruction's demi-official clearly points out that in many cases the supposed improvement is purely illusory or is partly illusory. A woman teacher on Rs. 11 will gain nothing by her pay being raised to Rs. 12. She will still draw what she has been drawing hitherto, that is to say Rs. 12-8-0, the only difference being that hitherto Rs. 11 was pay and Rs. 1-8-0 was grain compensation allowance whereas now Rs. 12 is pay and 8 annas will be personal allowance. Her successor will, however, actually draw less remuneration in consequence of the supposed and apparent raising of pay because the successor will not be entitled to the personal allowance and will therefore only draw Rs. 12 instead of Rs. 12-8-0 drawn at present. The same is true of a male teacher in a boys' school who is now drawing Rs. 10. If his grain compensation allowance is Rs. 1-8-0, he will receive in future the same sum as he received before only that it will be called by a different name, while his successor will only get Rs. 11 instead of Rs. 11-8-0. As an illustration of partial gain, take the case of a teacher in a girls' school who would draw Rs. 10 pay plus Rs. 1-8-0 grain compensation allowance. She will in future get Rs. 12 but instead of the increase being Rs. 2 it is really only 8 annas.

2. It seems to me that these effects of the proposal were probably not brought to the notice of His Excellency the Governor when he passed the Government Order of the 12th of February. I understand from His Excellency himself that he supposed that the pay of these teachers was being raised by the amount shown. I can hardly think that any useful purpose is served by the change that has been made nor does it appear to me that the view expressed in the Chief Secretary's note, dated 19th September 1917, on page 19 of the notes to G.O. No. 1433, dated the 15th of November, has been carried out. Paragraph 4 of G.O. No. 170 states that the extra cost involved will be met from the lump provision of Rs. 4 lakhs whereas the Chief Secretary intimated that only so much of the enhancement in pay as is over and above the amount of grain compensation abolished should be debited against the 4 lakhs grant. This, however, is a minor point. The main thing is whether any substantial improvement in the pay of these elementary school teachers has been effected by the Government Order issued. Apparently in very many cases no improvement has been effected but rather the reverse and I should have thought that it was desirable that the matter should be further considered.

A. G. C[ARDEW]-25-2-18.

With reference to the Secretary's personal instructions, the following revised note is submitted.

Boys' schools:

- (i) untrained teachers are generally in receipt of Rs. 8 per mensem;
- (ii) trained teachers receive Rs. 10, save in exceptional cases where under peculiar conditions higher rate of minimum pay is allowed;

Girls' schools.

- (iii) a minimum pay of Rs. 10 is paid to women teachers in girls' schools;
- (iv) in addition to pay and capitation allowance, grain compensation allowance is paid to teachers in Government schools in accordance with the orders of Government issued every month and in schools under the management of local bodies, within the limits laid down in those Government orders, according to their discretion and with reference to their financial and other conditions.

2. The Director proposed that the pay of the trained teachers in boys' schools should be raised to Rs. 11 per mensem and in the case of the women teachers in girls' schools to Rs. 12 per mensem, irrespective of the grain compensation allowance (page 3 of G.O. No. 1433, Home (Education), dated 15th November 1917). It was estimated that the total amount required on this account would be about 1.52 lakhs and this amount has been reserved out of the Imperial grant of 4 lakhs and is still available. It was, however, decided that, in pursuance of the present policy to withdraw grain compensation allowance, wherever possible, such allowance in the case of the last grade teachers in the elementary schools should be abolished and that the minimum pay of teachers in boys' schools should be uniformly raised to Rs. 11 and those in girls' schools to Rs. 12, those teachers who suffer in their total emoluments by the withdrawal of the allowance being compensated by the grant of personal allowances (G.O. No. 170, Home (Education), dated 12th February 1918). It is pointed out that this stoppage of allowance does not allow any increase of pay to a large section of teachers. It is on this ground that a reconsideration of G.O. No. 170, Home (Education), dated 12th February 1918, is now asked. The fact that a certain section of teachers will not benefit by the scheme was admitted by Government in the previous order. On principle it was felt desirable that the anomaly of the same class of teachers in different localities receiving different rates of pay while doing the same kind of work should be removed; while the abolition of the grain compensation allowance wherever possible has already been recognized in various cases. The extent to which the anomaly prevails will be evident from the fact that though the Government recognize nearly 22 of the 25 districts as suitable localities for the payment of grain compensation allowance, local bodies do not follow the practice of Government but pay the allowance in very limited areas. Only nine district boards and five municipal councils pay these allowances and it is highly doubtful whether even in the same district all the local bodies grant the concession (page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918). There will thus be variety of practices in the same town, in the same taluk and in the same district. The present opportunity of levelling up these conditions should not, it was thought, be lost. In view of the facts that the bulk of the teachers are in the employ of local bodies, those under Government being very few, and that as shown above grain compensation allowance is paid only in a few local areas, it seems clear that comparatively a large section of the last grade teachers will benefit by the scheme sanctioned by the Government and that the Director's apprehension that a very large number will go unbenefited may not be well founded. No information is now available as to the exact number* of teachers who will receive enhancement of pay according to the Director's original proposals. So far as Government schools are concerned, all the teachers on minimum rates of pay will be benefited by the Director's scheme, but will be affected by the Government Order on account of the withdrawal of grain compensation allowance, as this

* Not available in Educational Secretariat except in regard to Government teachers. Director of Public Instruction's office is not able to furnish. Ascertained by telephone. The information may be gathered in Local and Municipal; but the collection of papers and collating the figures will take time.

allowance is now paid in almost all districts. The number of such teachers is 97 in boys' schools and 326 in girls' schools. As regards schools under local bodies, the number of teachers may be calculated roughly with reference to the amount of subsidy originally proposed by the Director of Public Instruction. On this basis, the total number of teachers in boys' schools may be taken at 9,688 and that in girls' schools at 276. From the figures furnished by the Local and Municipal Department, it is observed that there are 849 teachers in boys' schools on receipt of Rs. 10 and 36 in girls' schools on receipt of less than Rs. 12 who are now being paid grain compensation allowance [page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918]. It will thus be seen that out of a total number of 9,785 teachers in boys' schools and 602 teachers in girls' schools, only about 946 and 362 teachers respectively would not be benefited under the proposals sanctioned in G.O. No. 170, Home (Education), dated the 12th February 1918, while 8,839 and 240 teachers respectively will have their salaries increased.

This is also plain from the fact that only about Rs. 23,000 of the total allowance (1-32 lakhs) for the purpose of increase of pay to elementary school teachers will be left unutilized (page 6 of notes to G.O. No. 170, dated 12th February 1918). Another factor which may justify the maintenance of the decision already arrived at by the Government will be the likelihood of a further increase of pay to these teachers being sanctioned out of the 5-50 lakhs of the Imperial grant sanctioned by the Government of India. This addition to pay coming after the equalization may avert any probable discontent among the small section of teachers referred to by the Director. It is therefore for consideration whether the previous order in G.O. No. 170, Home (Education), dated the 12th February 1918, should be reconsidered.

3. With reference to the portion marked A in the Honourable Member's note on page 2 ante, it is submitted that the original proposal of the Chief Secretary to increase the minimum rate of pay of teachers in boys' schools to Rs. 12 had to be dropped, as it would entail an additional recurring outlay of about a lakh per annum [paragraph 4, page 4 of notes to G.O. No. 170, Home (Education), dated the 12th February 1918]. With reference to the other observation of the Chief Secretary, attention is invited to paragraph 3 of G.O. No. 170, Home (Education), dated the 12th February 1918, from which it will be seen that the subsidy to be paid to local bodies from the 4 lakhs grant is the net amount of extra expenditure arrived at after taking into account the saving due to the abolition of grain compensation allowance. It is the intention of the Government to debit only this net expenditure to the Imperial grant.

4. The Director in his current letter points out the difficulty of confining subsidies to local bodies only to trained teachers now in service in boys' schools and to women teachers in girls' schools, in making out the calculations for distribution. In accordance with the previous practice, the Government Order laid down clearly that increased pay should be given only to such teachers. It appears that in previous calculations of subsidies the number of posts and not the qualifications of the existing incumbents in them was taken as the basis; and this practice is apparently justified by the necessity being felt frequently for increased subsidy when untrained teachers are replaced by trained men and male teachers in girls' schools are replaced by women. The Government have not issued any definite instruction that the amount of subsidy should be determined only with reference to the qualifications of the existing incumbents. The Director may follow the usual procedure. There seems to be no objection to his basing his calculations on the number of sanctioned posts. No doubt there may be some saving here and there left with local bodies of unutilized increase of pay. As provincial grants are kept in distinctly separate accounts by local bodies these savings, if any, may, as is now the practice, be utilized on equipment and other improvements to schools. There will be no misuse of grants as diversions have to be approved by the Government.

5. From the Director's current letter it is clear that, if the orders of Government in G.O. No. 170, Home (Education), dated 12th February 1918, are adhered to, it may not be possible to calculate the amount of subsidy payable to each local body without a further reference to them and fresh calculations. All these may not be finished before the close of the current year. To prevent the lapse of the grant, it is submitted for consideration whether subsidies according to the Director's original proposal may not be disbursed *at once*, in advance of the actual distribution in accordance with the orders in the above Government Order. If on actual calculation any amount is found to have been paid in excess of the actual requirements to any local body, that amount may be taken into account in the payment of subsidies payable to local bodies in 1918-19. Presumably the Director of Public Instruction has in his office figures ready for distribution according to his original proposals.

C. RAMANUJA ACHARIYAR—12-3-18.

The above note is prepared according to my instructions. The main point at issue may be stated briefly as follows.

2. Accurate figures are not available but the following table is fairly approximate:—

Item.	Government schools.	Under local bodies.
1. Number of teachers in girls' schools drawing less than Rs. 12.	326	276
2. Of the above the number drawing grain compensation allowance.	x	36
3. Number of teachers in boys' schools drawing less than Rs. 12.	97	9,688
4. Of the above the number drawing grain compensation allowance.	v	849

3. Regarding item x.—Grain compensation allowance is ordered from time to time in individual districts. It is ordered in most districts, so the maximum value of 'x' is 326.

4. Similarly the maximum value of 'v' is 97.

5. The total number of teachers in both boys and girls' schools drawing less than the minimum is 10,337. Of these the maximum number drawing grain compensation allowance is 1,308 or about 12 per cent. Really it is much less. Because (1) we give maximum values whenever there is doubt; (2) we have included all teachers, trained and untrained.

6. If the Government Order is modified so as to restore the grain compensation allowance, only a part of this 12 per cent will draw enhanced allowances, i.e., when the posts concerned are filled up by trained teachers.

7. We actually improve the pay in more than 83 per cent; we also improve in the case of such members of the 12 per cent as draw less than the minimum in the aggregate.

8. On principle too, I submit that the Government Order is correct. The bulk of the teachers is employed under local bodies. That some teachers get grain compensation allowance is entirely due to accidental circumstances. For entirely similar work, some teachers get more pay than others. Why perpetuate the anomaly?

9. Another consideration. If a teacher now gets Rs. 10 and is employed under a local body paying grain compensation allowance, I propose he should get Rs. 11; but under the Honourable Member's suggestion, he will get Rs. 11 + 1-8-0, i.e., Rs. 12-3-0.

Under another local body, a teacher *not* getting grain compensation allowance may be getting Rs. 12, doing a higher kind and more responsible work. Yet he will continue to get Rs. 12 only against Rs. 12-3-0 of the other.

10. I submit that the Government Order is intended to remove these anomalies.

11. Regarding the immediate drawing of the subsidies, I have issued instructions to the office. Financial will be consulted.

Submitted to His Excellency and the Honourable Member (Financial).

R. RAMACHANDRA RAO—14-3-18.

Please let Director of Public Instruction see your foregoing observations above : and if necessary discuss them with him. This is an urgent matter.

Then to the Honourable Member (Financial).

P[ENTLAND]—15-3-18.

L. D. SWAMIKANNU—15-3-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I need not reiterate my point about grain compensation allowance. I quite see the advisability of absorbing it in pay in the case of teachers in Government schools and if I have to propose from the 5½ lakhs further enhancement of pay I shall be forewarned and make turning grain compensation allowance into pay the first enhancement. As regards local fund schools I adhere to my notion that it would be better to leave grain compensation allowance quite out of the question in any enhancement that may be made and I think the fact that it is sparingly given by local bodies is more in favour of this view than against it. Probably all local bodies in districts where Government have ruled it to be necessary ought to give it and there is some chance of their doing so if they are left alone in the matter. I do not see that uniformity need be sought for other than by this means. May not the law of supply and demand be relied on? A local body that can't get and keep trained teachers without giving grain compensation allowance may be expected to give it.

I submit that you can only improve the position of all local fund teachers in an equal degree by giving them an equal rise of salary irrespective of about one or other local body may do about grain compensation allowance. Of course we shall have to see that they don't discontinue it except because of a fall in prices.

I presume that the question can be finally settled in connexion with the distribution of the 5½ lakhs.

J. H. STONE—24-4-18.

HOME (EDUCATION) DEPARTMENT.

Government schools.—In paragraph 1 of G.O. No. 170, Home (Education), dated the 12th February 1918, the Government sanctioned the raising, with effect from the 1st March 1917, of the minimum pay of trained teachers in Government elementary schools for boys to Rs. 11 per mensem and of women teachers in Government girls' schools to Rs. 12 per mensem and directed the withdrawal of grain compensation allowance simultaneously, those prejudicially affected being granted personal allowances to compensate for the loss. Apparently these orders have not yet been given effect to. The Director now admits the advisability of absorbing grain compensation allowance in pay in the case of teachers in Government schools and states that, if he has to propose further enhancement of pay out of the recurring grant of 5½ lakhs recently sanctioned by the Government of India, he will turn grain compensation allowance into pay as the first enhancement [the Letter No. 249, Home (Education), dated 6th April 1918]. The Director of Public Instruction's idea is not quite clear. It looks as if he is prepared to accept the principle involved in the orders of Government but not to give effect to them immediately to the full extent pending the distribution of the Imperial grant of 5½ lakhs. He will enhance the pay to Rs. 11 and Rs. 12 but not withdraw grain compensation allowance unless a further increase is sanctioned from the Imperial grant. It is for consideration whether this position should be accepted. The distribution of the Imperial grant is to be determined soon and in the current year. The principle having been accepted, the suggestions made by him seem the best solution of the question. The enhancement even if sanctioned late in the year can be given effect to retrospectively, if considered desirable.

2. *Schools under the management of local bodies.*—In paragraph 3 of the Government Order quoted above the Government agreed with the Director that the minimum pay of teachers in schools under the management of local bodies should also be simultaneously raised as above indicated. They however directed that, in localities where grain compensation allowance was being paid to teachers in the employ of local bodies, a

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from the Govt. of India, no 245

part or the whole of the allowance should be converted into permanent salary so as to raise the minimum pay to the rate approved and that the balance, if any, remaining of the allowance should continue to be paid by the local body to the teacher now in receipt of it in the form of a personal allowance. To enable local bodies to raise the minimum pay of the teachers in their employ, the Government expressed their readiness to sanction, if necessary, additional subsidies which would be fixed with reference to the extra cost involved in the proposal after deducting the saving, if any, to the issue of the above orders will be found set out in Mr. Graham's note, dated 5th November 1917, on page 23 of notes to G.O. No. 1433, dated the 15th November 1917 and also in the notes on pages 1-14 supra. It was apprehended that as soon as the pay of teachers in the employ of local bodies was raised with the aid of provincial subsidy, such of the local bodies as were paying grain compensation allowance to their employees would at once discontinue it and it was therefore thought proper that they should be asked to substitute a permanent increase in pay for grain compensation allowance and then to use the Government subsidy for the purpose of levelling up. On principle also it was felt desirable that the anomaly of the same class of teachers in different localities receiving a different rates of pay while doing the same kind of work should be removed. The Director however still adheres to his opinion that it would be better to leave grain compensation allowance quite out of the question in any enhancement that might be made in the pay of teachers under local bodies and in support of his view he adduces the following grounds:—

- (1) grain compensation allowance is now sparingly given by local bodies and this fact is more in favour of his view than against it.
- (2) Uniformity in pay need not be sought for in all cases, and reliance may be placed on the law of supply and demand. A local body that cannot get and keep trained teachers without giving grain compensation allowance may be expected to give it.
- (3) An improvement in the position of all local fund teachers can be secured in an equal degree only by giving them an equal rise of salary irrespective of the grain compensation allowance now drawn by them.

The Director at the same time recognizes that the Government will have to see that the local bodies do not discontinue grain compensation allowance except because of a fall in prices. It is not clear how this watch can be kept and it is for consideration whether the arguments adduced by the Director are such as to necessitate a reversal of the orders passed in paragraph 3 of G.O. No. 170, dated the 12th February 1918.

3. In G.O. No. 361, Home (Education), dated the 18th March 1918, the Government sanctioned provisionally the distribution of certain subsidies among local bodies towards the enhancement of the minimum pay of teachers in elementary schools. If the orders passed in paragraph 3 of G.O. No. 170, Home (Education), dated the 12th February 1918, are to be maintained, the amounts sanctioned to certain local bodies will have to be reduced in the current year as the amounts will have to be taken as the contribution of the local bodies towards the enhancement of the pay. It is for consideration whether the Director may not be asked to obtain at once from all local bodies definite and full particulars as to the number of posts affected by the orders issued in G.O. No. 170, Home (Education), dated 12th February 1918, the rate of grain compensation allowance, if any, now paid by each local body and such other particulars as may be necessary for the fixing of the Government subsidy. As pointed out by the Director of Public Instruction final orders can be passed only when the distribution of the Imperial grant of 5½ lakhs recently sanctioned by the Government of India comes up for consideration, but in the meanwhile the above particulars may be collected to facilitate the disposal of the question.

N.K.—30-4-18.

C. RAMANUJA ACHARIYAR—3-5-18.

Please type the Director of Public Instruction's notes on page 1 and 2. Then I shall discuss the matter with the Director of Public Instruction. Treat as urgent.

R. RAMACHANDRA RAO-6-5-18.

Typed and submitted.

N.K.-7-5-18.

I have discussed this matter with the Director of Public Instruction. He agrees to my views so far as Government schools are concerned.

2. The only class of teachers we have to consider is those employed under local bodies (inclusive of municipal councils) who now actually draw grain compensation allowance. The Director argues that if a man is paid now Rs. 10 and gets Rs. 1-8-0 as grain compensation allowance, and if his pay is revised as Rs. 11 with a personal allowance of 8 annas, he really gets no real increase of emoluments. So far as this goes, he is right.

3. But it is only in less than 12 per cent of the cases such teachers get grain compensation allowance.

If really the grain compensation allowance was sanctioned only in such cases where the law of supply and demand needs such increase of emoluments, I would agree with the Director of Public Instruction. But we know that the grain compensation allowance has been sanctioned in twenty-two districts by Government, it has been only sparingly sanctioned by local bodies. Such sanctions are due to accidental circumstances—interest taken by the local bodies in schools, heavy balances, push of the Educational officers, etc.

4. The Director of Public Instruction has seen the trend of my views and raised another question. If under my scheme a teacher gets Rs. 11 and a personal allowance of 8 annas his successor will get only Rs. 11. So whatever be the classification of the debit, we get an inferior article. Eventually the Director of Public Instruction was disposed to waive his objections if the whole of the grain compensation allowance in the case of the teachers under consideration be converted into salary irrespective of the minima now prescribed. I do not think local bodies will object as they actually incur the expenditure suggested.

5. An incident of my proposal is that almost all the whole of the grain compensation allowance now paid by local bodies will be a saving in our grant and available for expending education elsewhere.

6. To Director of Public Instruction again to note if I have correctly summarised yesterday's discussion.

R.R.-21-5-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I don't agree that calling grain compensation allowance, pay or personal allowance improves the teachers' position but in view of the small number of cases of payment of grain compensation allowance by local bodies I will not further press my request that in relation to them all question of grain compensation allowance should be omitted. In the case of Government schools the position is reversed. Grain compensation allowance is the rule not the exception and I think there ought to be an enhancement of pay in addition to making grain compensation allowance pay. That is I think that the pay should be pay + grain compensation allowance + X, where X is any enhancement decided on as suitable and that can be afforded.

The enhancement of 1917-18 and any further enhancement that may be made out of the 5½ lakhs will have to be for trained teachers (1) because one object of the enhancement is to encourage training, (2) because to give even Re. 1 enhancement to all teachers even in boys' elementary schools would cost Rs. 5,88,720, since besides enhancing board school teachers' pay an extra rupee would have to be given to all the aided school teachers. A rupee extra for all the trained teachers in these schools would be nearly two lakhs. When this point and that of grain compensation allowance are settled I can ask local bodies to give particulars which will make possible a proper redistribution of the amount paid out in 1917-18.

198-2-11

NOTES TO G.O. No. 1203, HOME (EDUCATION), 11TH SEPTEMBER 1918 9
I am considering the possibility of further enhancement in connexion with the 5.5 lakhs.

J. H. STONE—13-6-18.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction has since changed his position. He considers that, in the case of *Government* schools, any increase in pay should be in addition to grain compensation allowance whereas in the case of schools under the management of *local bodies* he has no objection to grain compensation allowance being merged in any increase of pay that may be allowed. It is doubtful whether, under such a system, uniformity can be secured in the rates of pay allowed to teachers in *Government* schools and to those serving in the institutions under local bodies. The Director will probably make his position clearer when he submits proposals for the distribution of the Imperial grant of 5½ lakhs. In the meanwhile, it is for consideration whether his views as now enunciated may be accepted. Financial will have to be consulted in the matter.

N.K.—21-6-18.

C. RAMANUJA ACHARIYAR—22-6-18.

A possible objection to the Director of Public Instruction's proposals is, as pointed out above, the differing rates of pay in the same locality of teachers employed in *Government* schools and teachers in local board schools. It is no answer that this difference exists already, as our object is to reduce the inequalities. However, the existence of schools of both classes for boys or for girls in the same locality must be rare. I shall not therefore press this objection.

2. But if material proposals are to be submitted shortly, may this file be held over till those are received?

R. RAMACHANDRA RAO—24-6-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The proposals about the 5½ lakhs cannot be ready for some months.

What is immediately necessary seems to be the settlement of the grain compensation allowance question as regards last year's distribution. I can see the point of not subsidizing certain local bodies so as to transfer from them to *Government* the responsibility for what is in effect part of the pay of their teachers but I cannot see the justification for the Local Government taking money from India to relieve themselves of a similar responsibility in respect of some of their teachers. The money is given to improve the pay of teachers and merely using it to extinguish grain compensation allowance is not improving their pay.

I am not much impressed by the necessity for uniformity. *Government* always pays higher salaries to teachers than local boards and private managers, because I suppose *Government* institutions are regarded as models. I have said I won't press further my views about grain compensation allowance but the more I think of it the more I am convinced that it would be very much better to leave it altogether out of the question even if doing so does result in a few local bodies saving small sums now given as grain compensation allowance—sums that we know they can devote to other purposes, e.g., getting better teachers by paying them above the minimum rate.

J. H. STONE—23-6-18

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction is not for abolishing grain compensation allowance in the case of teachers in *Government* schools. He is also of the opinion that the allowance, if any, now paid by local bodies should not be taken into account in fixing the subsidies payable to them under the terms of G.O. No. 170, dated 12th February 1918. If this view is accepted, the provisional distribution sanctioned in G.O. No. 361, dated 18th March 1918, may be confirmed and it will be unnecessary to call for particulars as to the actual amounts now paid by local bodies as grain compensation allowance.

10 NOTES to G.O. No. 1203, HOME (EDUCATION), 11TH SEPTEMBER 1918

2. As regards teachers in Government schools, the question of increase to their pay may wait till the Director's proposals for the distribution of 5½ lakhs are received. Any increase in pay that may be granted to them can have effect only from the beginning of this year as last year's provision has lapsed.

3. The file may be sent to Local and Municipal and Financial for remarks.

N.K.—2-7-18.

C.R.—3-7-18.

R.R.—4-7-18.

LOCAL AND MUNICIPAL DEPARTMENT.

Submitted that the Director of Public Instruction's view may be accepted in this department and the file passed on to Financial.

V.K.—5-7-18.

T.B.R.—5-7-18.

V. T. KRISHNAMA ACHARIYAR—6-7-18.

R. A. GRAHAM—6-7-18.

FINANCIAL DEPARTMENT.

In connexion with the utilization of the recurring Imperial grant of 4 lakhs given by the Government of India from 1917-18 for the improvement of the pay and the training of teachers in primary and secondary schools [paragraph 1 on page 1 of G.O. No. 1433, Home (Education), dated 15th November 1917], the Government sanctioned the raising of the minimum pay of trained teachers in elementary schools to Rs. 11 in boys' schools and of women teachers to Rs. 12 in girls' schools under public management [paragraphs 1 and 3 of G.O. No. 170, Home (Education), dated 12th February 1918]. At the same time it was directed that grain compensation allowance should be withdrawn from teachers drawing less than the above minima.

The Director of Public Instruction has always been against the withdrawal of grain compensation allowance from these teachers—vide page 17 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917, Director of Public Instruction's letter on pages 4-5 current file, and the demi-official on pages 1-2 ante. After much discussion on the subject between the Home Department and the Director of Public Instruction the Home Department make the following proposals.

2. *Government schools.*—The intention was to withdraw grain compensation allowance from all teachers who were drawing less than the minima adopted and to give personal allowances to those adversely affected [paragraph 1 of G.O. No. 170, Home (Education), dated 12th February 1918]. The Director of Public Instruction now considers that the pay of the teachers should be further revised, so that the minimum pay may be fixed at their original pay plus grain compensation allowance plus some improvement decided on as suitable. This improvement in pay is to be proposed in connexion with the distribution of 5½ lakhs recurring grant for education given by the Government of India with effect from the current year [letter No. 245, Home (Education), dated 6th April 1918]. If the improvement in pay is considered by the Director of Public Instruction to be absolutely necessary and the money is

See below.

L.E.K.—22-7-18.

to come from Imperial grants, this department need not, it is submitted object, but the matter is to come up for consideration only later on.

3. *Schools under local bodies.*—In paragraph 3 of G.O. No. 170, Home (Education), dated 12th February 1918, it was directed that in localities where grain compensation allowance was being paid to teachers in the employ of local bodies, a part or whole of the allowance might be converted into permanent salary so as to raise the minimum pay as approved in the Government Order, the balance, if any, of the allowance being paid to the teacher as personal allowance. The Government also promised subsidies, to be fixed with reference to the extra cost involved in the proposal after deducting the saving, if any, effected by the withdrawal of grain compensation allowance. As a result of references made to local bodies, it is found that

11 NOTES to G.O. No. 1203, HOME (EDUCATION), 11th SEPTEMBER 1918

very few local bodies pay grain compensation allowance to their teachers and that of the total number of (276 + 9,688 =) 9,964 or nearly 10,000 teachers affected by the proposals only (36 + 849 =) 885 now receive grain compensation allowance [page 2 of notes to G.O. No. 170, Home (Education), dated 12th February 1918 and ante]. The Director of Public Instruction proposes that, in view of the small number of teachers under local bodies now receiving grain compensation allowance, the subsidies may be calculated merely with reference to the number of teachers and grain compensation allowance may be left out of account. The distribution of this sum has already been sanctioned as a temporary measure on this basis—vide G.O. No. 361, Home (Education), dated 18th March 1918. The objection to this course, which has already been raised by the Local and Municipal Secretary—vide his note dated 5th November 1917, on page 23 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917—is that local bodies who now pay grain compensation allowance to teachers may withdraw it when their pay is raised with the help of Provincial subsidies. It is stated that it is not possible to estimate the saving due to grain compensation allowance in the districts where they are now paid by local bodies, without calling for the information again. It is also pointed out that the amount so saved is likely to be small, and that such small savings will only go to raise the pay of other teachers under the local bodies concerned. In the circumstances, it is for

The matter does not seem to be of much consequence here. We may let Education and Local and Municipal decide what should be done.

LEK.—22-7-18.

L.D.—23-7-18.

No. 1433, Home (Education), dated 15th November 1917, and the Honourable Member's note on page 2 ante.

4. The Director of Public Instruction has also raised another point in this connexion. He points out that while the increased minimum rates of pay have been sanctioned for trained teachers or women teachers only, the subsidies to local bodies have been calculated on the total number of trained and untrained teachers employed in schools managed by local bodies. He says that it is impossible to frame an estimate at present for qualified teachers only, and that it is desirable to take into account the total number of trained and untrained teachers' posts, as there is likely to be difficulty in regard to funds when the posts now occupied by untrained teachers in boys' schools and male teachers in girls' schools happen to be filled by trained teachers and women teachers respectively. That is to say, each time such a contingency happens, the local body will come up with application for increased subsidy. The Home Department evidently support the proposal, and it is stated that this was the practice adopted on previous occasions. If the proposal is given effect to, there will be some small savings for each local body, but it is pointed out that as local bodies keep separate accounts for Provincial grants, the savings will, as at present, be utilized on equipment and other improvements to schools. The proposal need not perhaps be objected to in Financial.

LEK.—22-7-18.

L.D.—23-7-18.

The proposals in this file keep changing with such lightning rapidity that I find it difficult to understand what the ultimate proposal is. As regards Government schools I take it that it is

I certainly do not understand it.
L.D.—23-7-18.

not proposed to interfere with the orders already passed [G.O. No. 170, Home (Education), dated 12th February 1918], but the Director of Public Instruction will when submitting proposals for the distribution of the 5½ lakhs grant take into consideration the fact that grain compensation allowance was absorbed in the last reorganization and will therefore propose further increases of pay equal to grain compensation

allowance. The question of whether the minimum pay should be further increased will then come up for consideration, but inasmuch as the principle that grain compensation allowance should be abolished has been accepted there can, I submit, be no objection in Financial to the further increase being based on the amount of the grain compensation allowance formerly drawn.

L.E.K.—22-7-18. *ershaw*

The confusion and obscurity arise out of the varying ideals, viz. :-

- (1) improvement of emoluments.
- (2) removal of anomalies,
- (3) fixation of a minimum.

I hope the final proposals put forward by Home (Education) will be clearly and succinctly stated.

L. DAVIDSON—23-7-18.

HOME (EDUCATION) DEPARTMENT.

The Financial Department has no objection to the proposal that grain compensation allowance should be left out of account in determining the subsidies payable to local bodies towards raising the minimum pay of teachers. The provisional distribution ordered in G.O. No. 361, Home (Education), dated 18th March 1913, may now be confirmed.

2. As regards teachers in Government schools, the Assistant Secretary's note on page 7 ante assumes that grain compensation allowance will be withdrawn in their case as ordered in G.O. No. 170, Home (Education), dated 12th February 1913, and suggests that, in the distribution of the Imperial grant of 5½ lakhs recently sanctioned, the teachers should be granted an increase of pay equal to the grain compensation allowance withdrawn and that the question of any further increase should be considered on its merits.

3. It does not appear that effect has yet been given to the orders withdrawing grain compensation allowance in the case of teachers in Government schools. In fact, the Director of Public Instruction has been repeatedly protesting against the proposal to utilize Imperial grants in extinguishing grain compensation allowance. Attention is solicited to the portion marked M on page 7 ante.

4. The Director's contention appears to be that the Imperial grants should be utilized solely on raising the pay of teachers so far as funds will permit and that, if grain compensation allowance is to be withdrawn, a further increase to the pay should be allowed. The question of distribution of Imperial grant will be kept distinct from that of abolition of grain compensation allowance. The Financial Department may be asked whether it accepts the above arrangement.

N.K.—9-8-18.

The question for discussion has now narrowed itself to the case of Government school teachers. Their maximum number is 423. The Director of Public Instruction no doubt was first disposed to agree to absorbing the grain compensation allowance in the enhancement of salary to be sanctioned. He has since changed his mind and protests against any enhancement from the Imperial grant being utilized towards the absorption. There have recently been two assignments from Imperial funds—the 4 lakhs grant of last year and the 5½ lakhs of this year. The enhancement now in question was proposed in connexion with the former grant and the Director of Public Instruction's final opinion is that this increase should not be taken as a mere substitute for the grain compensation allowance. As regards the other grant (5½ lakhs) he has not submitted any definite proposals. His general view as regards the utilization of Imperial grants, if it is to be applied to the latter also, will not also allow any increase of pay to teachers from 5½ lakhs grant to be utilized in the extinction of grain compensation allowance. In other words, the Director of Public Instruction's opinion is that the grain compensation allowance should be left out of account altogether in respect of these enhancements, as has been accepted by Financial in the case of local bodies; and that G.O. No. 170, dated 12th February 1913, should be reconsidered in this respect.

NOTES TO G.O. No. 1203, HOME (Education), 11th SEPTEMBER 1918 13
It is in regard to this point Financial's advice is still needed.

C. RAMANUJA ACHARIYAR—9-8-18.

Shortly stated the position is this. In the second sentence of paragraph 1 of G.O. No. 170, dated 12th February 1918, Government practically directed the abolition of grain compensation allowance in the matter of the reorganized posts (wherever necessary).

2. My own views are contained in the above pages. Very likely the personal allowances permissible under the above order will disappear at the next reorganization.

3. The Director of Public Instruction solicits a reconsideration of the above order and the Honourable Member (Financial) has directed an examination. The present ultimate proposals are that the grain compensation allowance should be entirely ignored (i.e., the sentence above referred to should be cancelled).

4. The teachers affected are employed in (1) Government schools, (2) local (i.e., local board plus municipal) schools.

5. In the Financial office-note above the objection to the cancellation of the sentence is withdrawn; I am not sure if the Chief Secretary approves of this. The views of Financial are invited on the above points—whether the grain compensation allowance may continue to be paid irrespective of the minimum to (1) Government schools, (2) local schools (as above defined).

Thereafter all the above views may be submitted to Government for orders.
6. I may also remark that it appears that the Director of Public Instruction has not given effect to the orders of cancellation.

7. Incidentally two other questions have been raised in case this reconsideration is sanctioned:—

I. What if local bodies cancel grant of grain compensation allowance? So that our view in improving the salary of the lowest teacher is frustrated? Under my proposals, this danger will not arise—vide remarks on page 28 *supra*.

II. How to ensure that the benefit of the increased minimum is confined to trained teachers only? This is an administrative matter to be settled in consultation with Local and Municipal; and I know that the Director of Public Instruction is contemplating some measures.

R. RAMACHANDRA RAO—10-8-18.

FINANCIAL DEPARTMENT.

Please see Financial notes on pages 28-29 and the Home Secretary's note on page 29-30 *supra*. The final proposals, as stated by the Home Department, for the cancellation of the orders in paragraph 3 of G.O. No. 170, Home (Education), dated 12th February 1918, about the abolition of grain compensation allowance in (i) Government and (ii) local board schools, i.e., the teachers in these schools should be given the increase of pay sanctioned for them out of the Imperial grant of 4 lakhs and they should be permitted to draw grain compensation allowance in future.

2. Local board schools.—Chief Secretary has agreed that grain compensation allowance may be left out of account in fixing the subsidies payable to local boards—(Education), dated 12th February 1918, about grain compensation allowance may be cancelled so far as local boards are concerned.

J.M.H.—22-8-18.

L.D.—23-8-18.

Bhabasa

14 NOTES TO G.O. No. 1203, HOME (EDUCATION), 11TH SEPTEMBER 1918

3. *Government schools*.—Please see notes on pages 12, 17 and 18–19 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917. The grain compensation allowance has been withdrawn from the staff following the usual policy of Government to withdraw the allowance when a general revision is sanctioned.

4. Chief Secretary has remarked that a minimum of Rs. 12 without grain compensation allowance should be sufficient remuneration for these elementary school teachers (male trained teachers in boys' schools and women teachers in girls' schools).—Chief Secretary's note, dated 19th September 1917, on page 19 of G.O. No. 1433, Home (Education), dated 15th November 1917; but Home Department restricted the minimum to Rs. 11 without grain compensation allowance in the case of trained teachers in boys' schools [page 5 of notes to G.O. No. 170, Home (Education), dated 12th February 1918]. The Director of Public Instruction and the Honourable Member (Financial) seem now to consider that the minima already fixed should be raised. In view of the fact that there is no intention to debit to the Imperial grant the sum required for the extinction of the grain compensation allowance and thus to make a profit to the Provincial funds, it is for orders whether Financial may for the present agree, if Home Department consider it necessary, to allow the teachers to draw grain compensation allowance (which they were getting before) in addition to the increase of

This may be accepted subject to the proposal in paragraph 5.

J.M.H.—22-8-18.

L.D.—23-8-18.

pay sanctioned out of the Imperial grant of 4 lakhs—page 18 of notes to G.O. No. 1433, Home (Education), dated 15th November 1917. If this is allowed, there will be no extra cost to Provincial funds.

5. It may be remarked in this connexion that the pay of these teachers is again to be revised soon consequent on the utilization of the Imperial grant of 5½ lakhs recently sanctioned. In view of the present policy of Government orders are solicited whether Home Department may be requested to inform the Director of Public

L.D.—23-8-18.

Instruction that the proposals for the utilization of the 5½ lakhs should be framed so as to abolish grain compensation allowance in the case of the teachers affected. The Director of Public Instruction seems to be under a misapprehension that the Local Government are utilizing the Imperial grant for the extinction of grain compensation allowance and he may be definitely told that there is no such intention and that the savings effected by the abolition of this allowance need not be taken into account in the calculation of the expenditure to be incurred out of the Imperial grant.

T.R.N.N.—21-8-18.

J. M. HOOPER—22-8-18.

Yes: we ought to get rid of grain compensation allowance, but it is certainly not intended to make improvements in pay illusory by leaving out of account the loss of grain compensation allowance.

2. I don't know what the financial effect of the changes to which Financial now agrees will be, but if it can be stated approximately so far as concerns (a) Imperial and (b) Provincial Funds, a brief note indicating it should be added.

L. DAVIDSON—23-8-18.

Paragraph 2 of Chief Secretary's note on page 36 ante.—Please see pages 4 and 6 of notes to G.O. No. 170, Home (Education), dated 12th February 1918. The position as regards the pay of these elementary teachers is as follows:—

		Per annum.
		RS.
Cost of raising the minimum pay to Rs. 11 in the case of trained teachers in boys' schools and to Rs. 12 for women teachers in girls' schools.		1,32,421
Grain compensation allowance now paid—		RS.
By Government	6,420	
By local bodies	16,884	
	23,304	
Difference		1,09,117

NOTES TO G.O. No. 1203, HOME (EDUCATION), 11TH SEPTEMBER 1918 15

According to the orders issued in G.O. No. 170, Home (Education), dated 12th February 1918, the sum of Rs. 1,09,117 referred to above will be debited against the Imperial grant, Rs. 6,420 against Provincial funds (as increased pay) and Rs. 16,884 against Local funds.

2. According to the revised orders now proposed, the sum of Rs. 1,32,421 will have to come from the Imperial grant; i.e., there will be an *extra expenditure of Rs. 23,304 per annum to Imperial funds.*

3. Provincial will have to pay hereafter Rs. 6,420 per annum as grain compensation allowance. There will thus be no *extra cost to Provincial funds.*

4. If local bodies continue to pay grain compensation allowance as heretofore, there will be no extra cost for them; if they stop the allowance they will gain something.

5. The above figures are only approximate.
T.R.N.N.—24-8-18.

J. M. HOOPER—24-8-18.

Thank you.

L. DAVIDSON—26-8-18.

HOME (EDUCATION) DEPARTMENT.

A draft order and a draft demi-official are submitted for approval.

S.A.—28-8-18.

N.K.—31-8-18.

C. RAMANUJA ACHARIYAR—3-9-18.

The drafts are in accordance with the wishes of Mr. Stone and the Financial note.

R. RAMACHANDRA RAO—4-9-18.

His Excellency does not consider the draft demi-official to the Director of Public Instruction sufficiently explicit. A revised draft approved by His Excellency is put up.

(By order)

T. E. MOIR—10-9-18.

A. G. C[ARDEW]—11-9-18.

Issue demi-official and Government Order.

R.R.—11-9-18.

Demi-official—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Aytargal, Secretary to Government, Home (Education) Department.

To—H. S. DUNCAN, Esq., Acting Director of Public Instruction.

Dated—Ootacamund, the 11th September 1918.

No.—616-A/6.

Orders are issuing separately cancelling the direction in G.O. No. 170, Home (Education), dated the 12th February 1918, as regards the withdrawal of grain compensation allowance in the case of teachers in Government elementary schools whose minimum pay is raised as therein sanctioned. In the opinion of Government however the time has come to abolish grain compensation allowance by merging it in permanent salaries and they are of opinion that this may most conveniently be done when such further revision of pay as can be provided from the Imperial grant of 5½ lakhs takes place. To take a concrete example if a teacher now draws Rs. 10 plus Rs. 1-8-0 grain compensation allowance and an increase of Rs. 1 is provided from that source his consolidated pay will become Rs. 12-8-0. After this revision he will however no longer be eligible for grain compensation allowance in addition to his consolidated salary.

I am also to inform you that of the addition to the permanent salary thus effected only the Rs. 1 will be met from the Imperial grant. It is not intended to use that grant in order to meet that portion of the consolidated salary which was formerly represented by grain compensation allowance. That amount will continue to be met from Provincial funds.

[G.O. No. 1203, Home (Education), dated 11th September 1918.]

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