

Government of Madras

HOME DEPARTMENT (EDUCATION)

G.O. No. 1678, 28th December 1918

Grant-in-Aid Code

Approving the proposal of the Director of Public Instruction to raise the rates of teaching grants payable on behalf of trained teachers in aided elementary schools and directing the publication of a notification making the necessary alterations in rule 15 of the —.

INDEXED

NOTY RECORD.

ORIGINAL.
Government of Madras

HOME DEPARTMENT (EDUCATION)

G.O. No. 1678, 28th December 1918

Grant-in-Aid Code

Approving the proposal of the Director of Public Instruction to raise the rates of teaching grants payable on behalf of trained teachers in aided elementary schools and directing the publication of a notification making the necessary alterations in rule 15 of the —.

READ—the following paper:—

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

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

Dated—Madras, the 7th November 1918.

No.—C. 9232.

In order to encourage the expansion and improvement of aided elementary education I propose to increase the capitation grants laid down in rule 15 of the Grant-in-Aid Code to trained teachers of the lower elementary, higher elementary and secondary grades employed in aided elementary schools from Rs. 48, Rs. 60 and Rs. 120 per annum respectively to Rs. 60, Rs. 72 and Rs. 144 per annum respectively. I have therefore the honour to submit the enclosed draft notification for the sanction of Government and publication in the *Fort St. George Gazette*.

2. The increased grants proposed above are estimated to involve an additional expenditure of one lakh of rupees under teaching grants to elementary schools per annum and I propose to meet this expenditure from the Imperial recurring grant of 5.5 lakhs sanctioned for the development of elementary education during the current official year.

3. It is requested that the orders of Government on this proposal may be communicated to me at a very early date so that I may issue the necessary instructions to the Inspecting officers to calculate the grants at the enhanced rates now proposed.

ENCLOSURE

[Draft Notification.]

Order—No. 1678, Home (Education), dated 28th December 1918.

The Government sanction the proposal of the Director of Public Instruction to increase the rates of teaching grants payable on behalf of trained teachers in aided elementary schools. The increased rates will come into force with effect from the 1st April 1919. The following notification will be published in the *Fort St. George Gazette*:—

NOTIFICATION.

Substitute the following for the first sentence of rule 15 of the Grant-in-Aid Code as amended by Notification No. 50, published on page 217 of Part I-B of the *Fort St. George Gazette*, dated 9th April 1918:—

“15. *Scale of grants.*—Teaching grants will, for the present, be calculated at the rate of Rs. 36 per year for each untrained teacher, Rs. 60 per year for each trained teacher of the lower elementary grade, Rs. 72 per year for each trained teacher of the higher elementary grade,

DUTY RECORD.

Rs. 144 per year for each trained teacher of the secondary grade, and annas 8 per year for each ordinary pupil in average daily attendance and Re. 1 per year for each girl or pupil belonging to one of the backward classes or castes.

"Note.—The revised rule will come into force with effect from the 1st April 1919."

2. The Director of Public Instruction is requested to take steps to ensure that the increased grants herein sanctioned are actually utilized towards the betterment of the pay of teachers in aided schools.

(True extract)

L. D. SWAMIKANNU,
Acting Secretary to Government.

To the Director of Public Instruction.

" Accountant-General, through the Financial Department.

" Financial Department.

" Superintendent, Government Press, for publication of notification in the Gazette.

HOME (EDUCATION) DEPARTMENT.

NOTES CONNECTED WITH G.O. No. 1678, HOME (EDUCATION), DATED 28TH DECEMBER 1918.

[SUBJECT.—Raising the rates of grants to teachers in aided elementary schools.]

From the Director of Public Instruction, C. No. 9232, dated 7th November 1918.

The Director of Public Instruction submits proposals for raising the rates of grants payable for teachers in aided elementary schools under rule 15 of the Grant-in-Aid Code. The existing and proposed rates are shown below :—

	Raising (per annum.)*	
	Rs.	Rs.
Untrained teachers	36	36
Trained teachers of the lower elementary grade	48	60
Do. higher do	60	72
Do. secondary grade	120	144

* G.O. No. 1433, Home (Education), dated 15th November 1917, page 3, paragraph 2 (b) (iii).]

2. Prior to the issue of G.O. No. 715, Educational, dated the 5th August 1913, there was a uniform rate of Rs. 36 payable for every teacher in an aided elementary school, irrespective of the fact whether the teacher was trained or untrained and whether he was of the elementary or secondary grade. In this Government Order (page 5 of G.O. No. 715, Educational, dated 5th August 1913), the following sliding scale was sanctioned :—

	Rs.
For an untrained teacher	36
For a trained teacher of the lower elementary grade	42
Do. higher do.	48

In recommending the above scales the Director of Public Instruction (Doctor Bourne) stated that the additional amounts proposed were small enough, but that the funds then available would not permit of more (paragraph 2, page 2 of G.O. No. 715, dated 5th August 1913).

3. Last year in connexion with the utilization of the Imperial grant of 4 lakhs, the Director recommended the further enhancement of the rates of teaching grants (paragraph 2 (b) (iii), page 3 of G.O. No. 1433, dated 15th November 1917). This was consequential on his proposal to raise the minimum pay of trained teachers in schools under public management from Rs. 10 to Rs. 11 per mensem. The rates of grants proposed by him which are shown in the existing scale column in paragraph 1 above were approved in G.O. No. 1657, dated the 22nd December 1917.

4. The present proposal of the Director is presumably consequential on his contemplated scheme for raising the minimum pay of teachers in schools under public management from Rs. 11 to Rs. 12 a month. In another connexion he has stated that he proposes to reserve a portion of the Imperial recurring grant of 5½ lakhs for this purpose. But detailed proposals for raising the minimum pay by Re. 1 have not yet been received. The Government of India have, in their policy of 1913, laid down that trained teachers should receive not less than Rs. 12 per mensem (paragraph 11 (vi), page 6 of G.O. No. 394, dated 1st May 1913). If such increase in

pay should be effected in aided schools also, the grants given to them should be increased. Attention is solicited to the facts brought to notice in paragraph 77 of the quinquennial report as regards the emoluments of teachers in aided schools. The Missionary Council on Aided Education has represented on several occasions the need for increasing the rates of grants paid on behalf of teachers in elementary schools whenever an improvement in the pay of teachers in schools under public management is effected (pages 6, 16, 18, 21 and 23 of G.O. No. 997, dated 22nd August 1914).

5. So far as the grant on behalf of secondary grade teachers is concerned, it is submitted that the Director of Public Instruction stated last year that the grant of Rs. 10 a month or Rs. 120 a year then proposed for them would be about half their net cost in elementary schools—paragraph 2 of his note on page 17 of notes to G.O. No. 1433, dated 15th November 1917. It is now proposed to further raise the grant by Rs. 24 a year. As it has been stated that secondary teachers are little employed in elementary schools and as it is considered desirable to employ them more largely in those schools, the present proposal may, it is submitted, be accepted.

6. The extra cost of the proposal is estimated at Rs. 1 lakh per annum and the Director of Public Instruction proposes to meet it from the Imperial recurring grant of Rs. 5½ lakhs received in the current year.

7. Attention is solicited to paragraph 2 of the Government of India's letter No. 245, dated the 6th April 1918, sanctioning the grant. The Director of Public Instruction may, it is submitted, be asked u.o. whether the institution of a provident fund for the benefit of teachers in aided schools is not preferable to an increase in the rates of teaching grants which will most probably go into the pockets of the management and not directly benefit the teachers.

S.K.—11-11-18.

N.K.—11-11-18.

There seems to be no question that an enhancement in the emoluments of elementary school teachers is needed. The last quinquennial report shows that there is a disparity between the salary drawn by a teacher in a school under private management and that paid to a teacher in a school under public management. Only last year, we raised the minimum pay of the latter class of teachers to Rs. 11 and we have simultaneously revised also the scale of grants admissible to schools under private management—paragraph 2 (b) (iii), page 3 of G.O. No. 1433, dated 15th November 1917, and G.O. No. 1657, dated 22nd December 1917. Obviously the proposal to increase the scale of grants still further is based upon the contemplated increase of the minimum salary of the teachers in schools under public management to Rs. 12. When the latter is done, it is but desirable that the scale of grants should be raised to the extent proposed now. It is not, however, known what proportion grants at the rates proposed will bear to the net cost of elementary schools. It was estimated in 1917 that the rate now in force in regard to secondary grade teachers would bear 50 per cent of the net cost—paragraph 2 of Director of Public Instruction's note, page 17 of notes to G.O. No. 1433, dated 15th November 1917. Assuming that this proportion obtains in respect of the rates for higher and lower elementary grade teachers also, there would obviously be no immediate justification for an enhancement of the scale, as the 50 per cent grant would be a fair proportion for the Government to bear, and as with the discretionary grants allowed to the inspecting staff, special cases could be met. As, however, the minimum rate of pay of elementary school teachers under public management is proposed to be raised immediately and as the grants for elementary schools have to be calculated early in January, there may not be any objection to sanctioning the scale of grants proposed, though it would appear that a revision of the scale should only follow, and not precede, the raising of the minimum pay of the Government and the local bodies teachers.

2. It is however submitted for consideration whether the Government should commit themselves to the expenditure of a lakh of rupees for this purpose before knowing to what specific objects the whole grant of 5½ lakhs sanctioned by India is to

be devoted. There have been till now various suggestions for utilizing this grant for some stray objects. The following list gives the proposals made till now for the utilization of these grants:—

I.—Already sanctioned.

	RS.
For Gudiyattam Municipal girls' school	492

II.—Proposals under consideration.

(a) Additional Inspectress and her establishment	9,060
(b) Training school, Amalapuram (ultimate expenditure)	22,692
(c) Enhancement of teaching grants (present file)	1,00,000
Total	1,32,244

III.—Proposals under contemplation.

(a) Raising the minimum pay of teachers in elementary schools under public management	1,21,000
(b) Opening of new elementary schools	(Not known).
(c) Training schools for masters and mistresses	(Not known).

The Government of India have been suggesting allotments for the introduction of provident fund system in schools in connexion with the grants they have been recently sanctioning—paragraph 3 of India's letter, page 1 of G.O. No. 1433, dated 15th November 1917. They have stated while sanctioning the last Imperial grant of 5½ lakhs that they "attach considerable importance" to this subject—paragraph 2 of India's letter No. 245, dated 6th April 1918. They have left for the consideration of this Government whether a portion of the grant could not be utilized for the starting of the fund for primary school teachers. A sum of Rs. 60,000 approximately may be needed for this purpose—statement H, page 8 of annexure to letter No. 1163, dated 10th September 1917. There are also some of the proposals made at the conference held in 1916 still under consideration to which it is possible that a portion of these grants could be utilized. It might probably be better if the Director of Public Instruction could indicate for what objects he ultimately proposes to utilize the grants and what will be the rough allocation of the grants to the various objects.

C. RAMANUJA ACHARIAR—15-11-18.

Director of Public Instruction for further remarks with reference to the above. Are any safeguards desirable or possible that the whole of the increase would go to the teachers in addition to existing emoluments?

R. RAMACHANDRA RAO—15-11-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

It is impossible absolutely to guarantee that the whole of the increase will go into the teachers' pockets, or to provide safeguards.

2. I may mention that mission and aided bodies complain that they do not get a sufficiently large share of the increase in the Educational budget, and it cannot be maintained that 1 lakh out of 5.5 lakhs is too high a proportion to allot to aided education. It is only right that they should receive their share.

3. A provident fund scheme for elementary schools is a complicated and difficult matter, and I understand is still under the consideration of the Government of India. Further, it would not be possible to utilize the amount for provident fund this year. To formulate a satisfactory scheme requires considerable time and thought.

4. The payment of grants in the form of capitation grants is appreciated by aided bodies, and the proposed increase will help them to pay their teachers better.

5. I would again ask for early orders so that I may issue the necessary instructions in time for the January conference of Inspectors. There is no reason to fear that the proposal to increase further the pay of teachers in schools

under public management will not be settled this official year. Nearly all the replies have been received from local bodies.

H. S. DUNCAN—20-11-18.

HOME (EDUCATION) DEPARTMENT.

The file may now go to Financial for remarks on the proposal of the Director of Public Instruction to revise the rates of grants payable to teachers in aided elementary schools. The Director of Public Instruction is not apparently in a position at present to give us a forecast of the allocation of the 5.5 lakhs grant for various purposes. In the circumstances stated by him we need not defer orders on the present proposals to utilize the grant partially.

C. RAMANUJA ACHARIYAR—21-11-18.

L. D. SWAMIKANNU—22-11-18.

FINANCIAL DEPARTMENT.

Teaching grants in aided elementary schools.—The Director of Public Instruction proposes that the existing rates [this scale was sanctioned in G.O. No. 1433, Home (Education), dated 15th November 1917] should be raised as under :—

	Existing rate per annum.	Proposed rate per annum.
	RS.	RS.
(a) Untrained teachers	36	35
(b) Trained teachers, Lower Elementary grade	48	60
(c) Trained teachers, Higher Elementary grade	60	72
(d) Trained teachers, Secondary grade	120	144

The extra cost to Government will amount to about 1 lakh per annum ; and the Director of Public Instruction proposes to meet this from the recurring Imperial grant of 5.50 lakhs per annum given by the Government of India from the current year (1918-19) onwards for the development of primary education in this Presidency—vide Government of India, Education, letter No. 425, dated 6th April 1918.

2. The Director of Public Instruction is not yet in a position to indicate the objects on which the recurring Imperial grant of 5.50 lakhs per annum will eventually be distributed. It is, however, quite probable that one of the objects will be 'raising the minimum pay of teachers in elementary schools under public management by Re. 1 per mensem' (estimated to cost roughly 1.21 lakhs per annum).

3. The increase in the rates of teaching grants in *aided* elementary schools should usually follow, and not precede, the raising of the pay of teachers in *public* elementary schools—vide paragraph 1 of Home Registrar's note on page 1 ante.

The Director of Public Instruction apparently considers that the increase in teaching grants to *aided* elementary schools should be sanctioned immediately (page 3 ante).

Submitted that there seems to be no objection to accepting the Director's proposals.

For orders.

V.G.K.—25-11-18.

We may suggest that the Government order should specially stipulate that the grants are to be solely used on the betterment of teachers' pays.

J. M. HOOPER—25-11-18.

It seems desirable to take any steps that are possible to secure that the money shall go into the pockets of the teachers.

Will Home Department kindly circulate to Honourable Member (Financial).

C. G. TODHUNTER—26-11-18.

HOME (EDUCATION) DEPARTMENT.

A draft order is submitted for approval.

S.K.—27-11-18.

N.K.—27-11-18.

C. RAMANUJA ACHARI—27-11-18.

L. D. SWAMIKANNU—27-11-18.

P[ENTLAND]—2-12-18.

As has been pointed out both in the Home Department and Financial Department notes, the enhancement of grants towards the pay of teachers in aided schools would naturally follow, not precede, the raising of the salaries of teachers in schools belonging to Government and local bodies. The Director of Public Instruction gives us an assurance that there is no reason to fear that the proposal to grant higher pay to teachers in schools belonging to Government and local bodies will not be submitted in time to be settled this year. From this statement I understand that the enhancement of the pay of teachers in Government and Local Fund schools will take effect from the next official year, i.e., the 1st of April 1919. It would appear, however, from the present proposals that it is intended to give effect to the enhanced grants in aid with effect from the current official year and I do not at present understand why enhanced aid should be granted before the pay of teachers in the employ of Government itself and local bodies has been raised. Perhaps, there may be some explanation about this which I have overlooked. If not, I should be glad to know what the reason is.

2. The Director of Public Instruction states that it is impossible absolutely to guarantee that the whole of the increase now proposed to be given to aided schools will go into the teachers' pockets. I quite understand that no such guarantee is possible. The Director of Public Instruction, however, goes on to say that it is not possible even to provide any safeguards to insure as far as possible that the increase goes to the teachers. This statement does not seem quite so acceptable. If we laid down in the rules that the scale of aid to be given to these particular classes of teachers should be a grant of 50 per cent on the actual salary paid subject to the maximum of Rs. 36, 60, 72 and 144 as proposed in the notification, would that not be some safeguard against the money which is now proposed to be given being appropriated by the management and not given to the teachers? If it would be a safeguard, is there any reason why such a direction should not be included in the Grant-in-Aid Code? It is generally agreed that the Government are not called upon to pay more than half the pay of the teacher and if that proportion is fixed as representing the liability of the Government, it would appear that anybody who claims a grant of a larger proportion would thereby subject himself to penalties such as the exclusion from future grants and that some safeguard therefore would be provided against the diversion of the large sum of money which is now proposed to be paid to aided institutions into the pockets of the management instead of into the pockets of the teachers. I should be glad to know what the opinion of the Educational Department is upon this question as the expenditure proposed to be incurred is very large.

A. G. C[ARDEW]—3-12-18.

Demi-official—from the Hon'ble Mr. H. S. DUNCAN, Acting Director of Public Instruction.

To—the Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI AVARGAL, Acting Secretary to Government, Home (Education) Department.

Dated—Nungambakam, the 3rd December 1918.

Please refer to my letter C. No. 9232/18, dated 7th November 1918, submitting proposals for raising the rates of teaching grants to trained teachers employed in aided elementary schools. I should be glad if early orders are passed as the necessary instructions have to be issued by me to inspecting officers who meet soon after the Christmas holidays for the purpose of fixing teaching grants.

HOME (EDUCATION) DEPARTMENT.

Paragraph 1 of Honourable Member's note above.—The Director of Public Instruction has stated that he proposes to utilize a portion of the Imperial recurring grant of Rs. 5.5 lakhs received in the current year on the raising of the pay of teachers in schools under public management by Re. 1. It appears that his intention is to allow this increase with effect from the current year. He has proposed the increased rates for the teachers of the new schools which it is proposed to open in January next. He may however be requested u.o. to state definitely what he proposes to do.

2. *Paragraph 2 of Honourable Member's note on page 5 supra.*—It is doubtful whether in the case of teachers in aided elementary schools it will be possible to ascertain what their actual salary is. In well-conducted mission schools there may be fixed rates of salaries for the teachers. As regards the teacher-manager schools, the Director of Public Instruction stated as follows in his letter, Reference on Confidential No. 16, dated the 17th July 1916 (page 10 of G.O. No. 1162, dated 10th September 1917):—

"The only 'average income' of these teachers which can be given is that earned from public funds as grants-in-aid. Their full income is not known and varies according as they are paid in money or kind or by way of presents and have assistants to pay or not. Any statement of receipts supplied by them would, in the vast majority of cases, be wholly unreliable."

The majority of the aided elementary schools are under teacher-managers. Out of 19,072 aided schools on the 31st March 1918, 12,760 were managed by teacher-managers (page 36 of volume II of Public Instruction Report for 1917-18). In the case of these schools, the suggested rule that the grant should be based on the actual salary of the teacher may not be workable. The Director of Public Instruction may, it is submitted, be requested u.o. to offer his remarks on the suggestions of the Honourable Member. A u.o. note is placed below.

S.K.—5-12-18.

N.K.—5-12-18.

C. RAMANUJA ACHARIYAR—5-12-18.

L. D. SWAMIKANNU—6-12-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

According to the figures in the Public Instruction Report for 1917-18 the percentage of aided elementary schools arranged according to management is as follows:—

	Boys' schools.	Girls' schools.
PER CENT.	PER CENT.	
(1) Teacher-manager schools ...	67	28
(2) Schools under Mission management ...	25	58
(3) Other schools ...	8	14

The increased grants proposed would wholly go into the pockets of teachers in the case of schools No. 1. With regard to No. 2 the Mission bodies may be trusted to utilize the increased grants in raising the pay of the teachers employed in their schools. Only in the case of schools No. 3 is there a possibility of the increased grants going into the pockets of managers instead of benefiting the teachers. The number of such schools is relatively small. If the Managers of such schools do not raise the pay of the teachers the trained teachers employed in such schools (not a very large number) will realize that the increased grants paid to the schools are on their account and they will probably leave the schools and seek employment under other managers who may offer them higher salaries or start new schools of their own, in which case the increased grant will wholly go into their pockets. The proposal in the Secretariat notes to limit the grant to 50 per cent of the actual salary of the teacher subject to certain maxima is unworkable. In almost all the teacher-manager schools which come to more than two-thirds of the total number in the case of boys' schools

there is no fixed salary for the teacher. It is a well-known fact that teachers of such schools live only on the grants and what perquisites they can get from the parents of the pupils. Moreover it has nowhere been laid down that the teaching grants paid to elementary schools should bear only half the net cost of the schools as in the case of secondary schools.

2. (Paragraph 1 of Secretariat note) the answer is in the affirmative — from 1st April 1918.

H. S. DUNCAN—7-12-18.

HOME (EDUCATION) DEPARTMENT.

With reference to Honourable Member's note on page 5, the Director of Public Instruction says that he proposes to give effect to the increase of salaries of the teachers in schools under public management from the 1st April 1918. Thus, the increase will be given to aided and public managed schools simultaneously. Retrospective effect has been given in previous years also to the increase of the pay of teachers in schools under public management sanctioned late in the year (G.O. No. 170, dated 12th February 1918).

2. With reference to the question raised by the Honourable Member in paragraph 2 of his note on page 5, the Director points out that any rule that may be laid down fixing the proportion for the grant to be sanctioned with reference to the salary actually paid, will affect only a small portion of the number of schools. The Director also points out that such a rule will be unworkable, though he does not clearly point out how. Obviously the present rate of grant does not bear any uniform nor fixed proportion to salaries actually received in non-teacher-manager schools. Even should it be decided that the rule might be made applicable only to such schools, it is likely to be felt invidious and might affect prejudicially mission and non-mission schools which are comparatively better managed than teacher-manager schools which will be allowed to draw an increased rate of grant without any restriction. There are possibly several assistants employed under some of the larger teacher-manager schools; and if any rule is laid down excluding the teacher-manager schools from its operation, such assistants will not benefit by the proposed increase in the rates of grants.

3. Further a restriction such as that proposed will only affect one of the several factors that are employed to determine the grant to an elementary school. Under rules 15 and 16 of the Grant-in-Aid Code a grant to an elementary school is made up of three different parts based on (1) the number and qualifications of teachers employed, (2) the number of pupils in attendance, and (3) the amount fixed at the discretion of the conference of the inspectorate with reference to the efficiency or otherwise and other circumstances connected with the school in question. A rule such as that proposed would only affect a small section of the first part.

In these circumstances, it is for consideration whether any such rule as that proposed by the Honourable Member should be laid down.

4. If the question is to be dropped, it is for consideration whether the general executive order to the effect that the increase in the grants should correspondingly increase the rate of salary actually paid to teachers (as in the draft) may not be issued and the inspecting staff instructed to see that this is done. One of the means, by which this order can be enforced to a certain extent will be to instruct the inspecting staff, at the next conference they hold in fixing the discretionary portion of the grant for the school, to reduce the amount of grant earned by the school, if they found during their inspection that the order of Government had not been given effect to. This is no doubt an indirect method; but in the absence of a rule such as that proposed this seems to be the only possible method.

C. RAMANUJA ACHARIYAR—10-12-18.

L. D. SWAMIKANNU—10-12-18.

Sir Alexander Cardew should see now.

[ENTLAND]—11-12-18.

I am as anxious as the Director of Public Instruction himself to promote the cause of education and I recognize the necessity of spending all available additional funds on that purpose and I have in the last two years raised the allotments from

Provincial funds for Education by over 21 lakhs as against an increase of under 12 lakhs in the previous two years. But it does not seem to me that we are justified in wasting money even though it falls under the head of Education and to raise the pay of teachers in public elementary schools, as the Director of Public Instruction apparently intends to do, with retrospective effect from the 1st of April last, seems to me to be not only contrary to all financial practice and principle but also to be substantially without practical use. In some notes which are not in the file, I laid down a few months ago the principles upon which it seemed to me that the Government might proceed when an application is made to give retrospective effect to an order increasing pay. Speaking generally, the line which I then suggested was that, when the increase of pay is to be given to an individual officer, retrospective effect may often reasonably be given to it, because that increase is very frequently due to circumstances which would have justified its grant from the date from which retrospective effect is proposed. But in dealing with large classes of officers, no useful purpose is served by giving retrospective effect to increases of pay. The main object of the increase of pay to a large class of officers is eventually to secure a better class of employee than the present pay obtains and, so far as this is concerned, in the present case, to give pay with effect from the 1st of April 1918 can have no such effect whatever. The office draws attention to G.O. No. 179, dated the 12th of February 1918, under which the minimum pay of trained teachers was raised in February with effect from the previous March. This Government Order was not circulated to me before it issued and it is quite possible that in this particular case A expectations had been held out or some public announcement had been made which necessitated the giving of retrospective effect to the change. But in the present case, it is not stated that any such announcement or pledge has been given, and I think therefore that to give retrospective effect in the present case can only be said B to be waste of money. I would therefore suggest that the Director of Public Instruction may be told to announce at once that the teaching grants payable on behalf of trained teachers in aided elementary schools will be raised with effect from the 1st of April 1919 and at the same time he may be instructed that, if he has C proposals, as he says, for raising the pay of the corresponding staff in public institutions, he should submit his proposals without delay but effect will only be given D to them in the budget for the next official year in which I presume he has made the necessary provision.

2. On the second point as to whether any safeguard can be laid down to prevent the increased grant from being appropriated by the manager instead of by the teacher for whom it is intended, there seems to be no option but to accept the Director's statement that any attempt to limit the grant to 50 per cent of the actual salary subject to such a maximum would be unworkable.

A. G. C[ARDEW]—11-12-18.

With reference to the portion marked A above, it is submitted that the following are the circumstances under which increase was sanctioned last year with retrospective effect. The Director of Public Instruction submitted his proposals for raising the minimum pay of teachers in schools under public management and for increasing correspondingly the rates of teaching grants to aided schools as early as 24th June 1917—please see his letter on page 2 of G.O. No. 1433, dated 15th November 1917. On 19th September 1917, the Financial Department accepted the proposal as regards the raising of the rates of teaching grants, but in regard to the increase proposed in the minimum pay of teachers in schools under public management, that department suggested that advantage should be taken of the opportunity to withdraw grain compensation allowance in the case of teachers whose minimum pay was to be raised—page 19 of notes to G.O. No. 1433, dated 15th November 1917. A reference was therefore made in the Local and Municipal Department to all local bodies on 7th November 1917 to ascertain the localities in which, and the rates at which, grain compensation allowance was being paid to teachers in their employ—pages 23 and 24 of notes to G.O. No. 1433, dated 15th November 1917. The replies of local bodies were received only towards the end of January 1918, but, in the meanwhile, the Director of Public Instruction in his letter No. 8951, dated 13th December 1917, pressed for very early orders on his proposal for raising the

rates of teaching grants—page 1 of G.O. No. 1657, dated 22nd December 1917. The Financial Department having already agreed to the proposal, orders were issued in G.O. No. 1657, Home (Education), dated 22nd December 1917, sanctioning the introduction of the revised rates suggested in the year 1917 itself. Consistently with this sanction, the minimum pay of teachers in schools under public management was also raised with effect from the 1st March 1917 in G.O. No. 170, Home (Education), dated 12th February 1918. The expenditure in both cases was met from the Imperial recurring grant of 4 lakhs sanctioned by the Government of India last year.

2. Portion marked B in Honourable Member's note.—The Director of Public Instruction has submitted the draft of a notification amending rule 15 of the Grant-in-Aid Code for publication in the *Fort St. George Gazette*. This notification may be issued with the following note:—

(The revised rule will come into force with effect from the 1st April 1919.)

3. Portion marked C in Honourable Member's note.—In his proposals for the opening of additional elementary schools in the current year with the aid of the Imperial grant of 5½ lakhs, the Director of Public Instruction has adopted Rs. 12 and Rs. 13 as the minimum pay of teachers in boys' and in girls' schools, respectively, instead of the current rates of Rs. 11 and Rs. 12 (G.O. No. 74, dated 20th January 1919). He has also stated that he will submit proposals shortly for raising the minimum pay of teachers in existing schools as shown above. The same just been received.*

* The Director of Public Instruction subsequently withdrew this letter.

4. Portion marked D in Honourable Member's note.—The lump provision of Rs. 5½ lakhs for the development of primary education in the current year's budget is repeated also in the next year's budget. There is thus provision to meet the charge on account of the proposed increases in the pay of teachers.

5. Portion marked Z in Honourable Member's note.—It is submitted that no announcement has been made that the pay of teachers will be raised in the current year. In connexion with the resolution moved by the Hon'ble Mr. Siva Rao at the meeting of the Legislative Council held in November last regarding the raising of the salaries of teachers in elementary and secondary schools, the Hon'ble Mr. Duncan merely stated that "funds do not allow at present" the enhancement of salaries as proposed by the Additional Member, but that he was prepared to give every consideration to the question as far as funds permitted.

6. If retrospective effect is not given to these proposals, the amount reserved † for them from the Imperial grant of Rs. 5½ lakhs may be utilized for the construction of buildings for elementary schools. The Director of Public Instruction has recently stated that the demands from local bodies for subsidies for this purpose amount to Rs. 21 lakhs.

7. A draft order in accordance with Honourable Member's note is submitted for approval.

N.K.—14-12-18.

C. RAMANUJA ACHARIYAR—14-12-18.

L. D. SWAMIKANNU—14-12-18.

I am not quite sure whether the purpose of these proposals has been made sufficiently clear. They have been made with reference to the qualifications of teachers already in the service. It is not proposed to give untrained teachers any additional grant but to increase the grant in the case of teachers who hold either lower or higher elementary grade certificates or secondary grade certificates. It has been recognized that the existing grants are no longer adequate. We can of course refuse to give retrospective effect to the proposals; but it is the case that the principle referred to by Sir Alexander Cardew would justify such retrospective

N.K.—19-12-18.

L. D. SWAMIKANNU—19-12-78.

A. G. C[ARDEW]-24-12-18.

L.D.S.—27-12-18.

P[ENTLAND]—28-12-18.

L.D.S.—28-12-18.

[G.O. No. 1678, Home (Education), dated 28th December 1918.]

Approving the proposal of the D.P.I. to raise the rates of teaching grants payable on behalf of trained teachers in aided elementary schools and directing the publication of a notification making the necessary alterations in rule 15 of the -----

” ” ” ” ” ” 191

C. No. 2749-A From the D. B. I. C. No. 9232, dated the 7-11-18, 191

” ” ” ” ” ” ” ” 191

No. 1678, dated 28. Dec 1918.

P.S.

The Govt. sanction the proposal of the D.P.I. to increase the rates of teaching grants payable on behalf of trained teachers in aided elementary schools. The increased rates will come into force with effect from the 1st April 1919. The following notification will be published in the Fort St. George Gazette :-

Notification.

Substitute the following for the first sentence of rule 15 of the Grant-in-Aid Code as amended by ~~the~~ Notification No. 50, published on page 217 of Part I-B of the Port St. George Gazette, dated 9th April 1918:—

"15. Scale of grants.- Teaching grants will for the present be calculated at the rate of Rs. 36 per year for

for each untrained teacher, Rs. 60 per year for each trained teacher of the lower elementary grade, Rs. 72 per year for each trained teacher of the higher elementary grade, Rs. 144 per year for each trained teacher of the secondary grade, and annas 8 per year for each ordinary pupil in average daily attendance and Re. 1 per year for each girl or pupil belonging to one of the backward classes or castes.

Note.— The revised rule will come into force with effect from the 1st April 1919.

2. The D.P.I. is requested to take steps to ensure that the increased grants herein sanctioned are actually utilized towards the betterment of the pay of teachers in aided schools.

3. The Director is also requested to expedite the submission of any proposals he may have to make for raising the minimum pay of teachers in elementary schools under public management. Any increase that may be sanctioned will have effect only in the next official year.

(Proposals since received)

To the D.P.I.
 " A.G. through Financial.
 " Finl. dept.
 " S.G.P. for publication of notification in the Gazette.

Not for E.T.

Gazetted on 30 Dec and despd

G.O. No. 1678, 28th December 1918

Grant-in-Aid Code

Approving the proposal of the Director of Public Instruction to raise the rates of teaching grants payable on behalf of trained teachers in aided elementary schools and directing the publication of a notification making the necessary alterations in rule 15 of the —.

READ—the following paper:—

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

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

Dated—Madras, the 7th November 1918.

No.—O. 9232.

In order to encourage the expansion and improvement of aided elementary education I propose to increase the capitation grants laid down in rule 15 of the Grant-in-Aid Code to trained teachers of the lower elementary, higher elementary and secondary grades employed in aided elementary schools from Rs. 48, Rs. 60 and Rs. 120 per annum respectively to Rs. 60, Rs. 72 and Rs. 144 per annum respectively. I have therefore the honour to submit the enclosed draft notification for the sanction of Government and publication in the *Fort St. George Gazette*.

2. The increased grants proposed above are estimated to involve an additional expenditure of one lakh of rupees under teaching grants to elementary schools per annum and I propose to meet this expenditure from the Imperial recurring grant of 5.5 lakhs sanctioned for the development of elementary education during the current official year.

3. It is requested that the orders of Government on this proposal may be communicated to me at a very early date so that I may issue the necessary instructions to the Inspecting officers to calculate the grants at the enhanced rates now proposed.

ENCLOSURE

[Draft Notification.]

Order—No. 1678, Home (Education), dated 28th December 1918.

The Government sanction the proposal of the Director of Public Instruction to increase the rates of teaching grants payable on behalf of trained teachers in aided elementary schools. The increased rates will come into force with effect from the 1st April 1919. The following notification will be published in the *Fort St. George Gazette*:—

NOTIFICATION.

Substitute the following for the first sentence of rule 15 of the Grant-in-Aid Code as amended by Notification No. 50, published on page 217 of Part I-B of the *Fort St. George Gazette*, dated 9th April 1918:—

15. *Scale of grants.*—Teaching grants will, for the present, be calculated at the rate of Rs. 36 per year for each untrained teacher, Rs. 60 per year for each trained teacher of the lower elementary grade, Rs. 72 per year for each trained teacher of the higher elementary grade,

G.O. No. 1678, 28th December 1918

Grant-in-Aid Code

Approval of the proposal of the Director of Public Instruction to raise the rates of teaching grants payable on behalf of trained teachers in aided elementary schools and despatching the publication of a notification making the necessary alterations in rule 15 of the

Grant-in-Aid Code

The Government of Madras, Home (Education), 28th December 1918

The Director of Public Instruction is requested to take steps to ensure that

the increased grants herein sanctioned are actually utilized towards the betterment of

the pay of teachers in aided schools.

(True extract)

L. D. SWAMIKANNU,

Acting Secretary to Government.

To the Director of Public Instruction,

Accountant-General, through Financial

Financial Department.

Superintendent, Government Press, for publication of notification in the Gazette.

2

No. 1678, HOME (EDUCATION), 28TH DECEMBER 1918

Rs. 144 per year for each trained teacher of the secondary grade, and annas 8 per year for each ordinary pupil in average daily attendance and Re. 1 per year for each girl or pupil belonging to one of the backward classes or castes."

NOTE.—The revised rule will come into force with effect from the 1st April 1919

2. The Director of Public Instruction is requested to take steps to ensure that the increased grants herein sanctioned are actually utilized towards the betterment of the pay of teachers in aided schools.

(True extract)

L. D. SWAMIKANNU,
Acting Secretary to Government.

To the Director of Public Instruction,

Accountant-General, through Financial

Financial Department.

Superintendent, Government Press, for publication of notification in the Gazette.

Mean say if the
quotation marks
here (as in cty)
are necessary.

yes please
the note forms
part of the
notification.

8/11/19

Re/ Sept 1919

6. The extra cost of the proposals is estimated at Rs. 1 lakh per annum and the Director of Public Instruction proposes to meet it from the Imperial recurring grant of Rs. 5½ lakhs received in the current year.

S.K.—11-11-18.

N.K.--11-11-18

2. It is however submitted for consideration whether the Government should commit themselves to the expenditure of a lakh of rupees for this purpose before knowing to what specific objects the whole grant of 5½ lakhs sanctioned by India is to

2. It is however submitted for consideration whether the Government should commit themselves to the expenditure of a lakh of rupees for this purpose before knowing to what specific objects the whole grant of 5½ lakhs sanctioned by India is to

be devoted. There have been till now various suggestions for utilizing this grant for some stray objects. The following list gives the proposals made till now for the utilization of these grants:—

I.—Already sanctioned.

For Gudiyattam Municipal girls' school	...	...	...	RS.
				492

II.—Proposals under consideration.

(a) Additional Inspectress and her establishment	...	...	...	9,060
(b) Training school, Amalapuram (ultimate expenditure)	...	...	...	22,692
(c) Enhancement of teaching grants (present file)	...	...	...	1,00,000
Total	...	...	...	1,32,244

III.—Proposals under contemplation.

(a) Raising the minimum pay of teachers in elementary schools under public management	...	...	...	1,21,000
(b) Opening of new elementary schools	...	...	...	(Not known).
(c) Training schools for masters and mistresses	...	...	...	(Not known).

The Government of India have been suggesting allotments for the introduction of provident fund system in schools in connexion with the grants they have been recently sanctioning—paragraph 3 of India's letter, page 1 of G.O. No. 1433, dated 15th November 1917, paragraph 2 of India's letter. They have stated while sanctioning the last Imperial grant of 5½ lakhs that they "attach considerable importance" to this subject—paragraph 3 of India's letter, page 1 of G.O. No. 1433, dated 15th November 1917, paragraph 2 of India's letter. They have left for the consideration of this Government whether a portion of the grant could not be utilized for the starting of the fund for primary school teachers. A sum of Rs. 60,000 approximately may be needed for this purpose—statement II, page 8 of annexure to letter No. 1163, dated 10th September 1917. There are also some of the proposals made at the conference held in 1916 still under consideration to which it is possible that a portion of these grants could be utilized. It might probably be better if the Director of Public Instruction could indicate for what objects he ultimately proposes to utilize the grants and what will be the rough allocation of the grants to the various objects.

C. RAMANUJA ACHARIYAR—15-11-18.

Director of Public Instruction for further remarks with reference to the above. Are any safeguards desirable or possible that the whole of the increase would go to the teachers in addition to existing emoluments?

R. RAMACHANDRA RAO—15-11-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

It is impossible absolutely to guarantee that the whole of the increase will go into the teachers' pockets, or to provide safeguards.

2. I may mention that mission and aided bodies complain that they do not get a sufficiently large share of the increase in the Educational budget, and it cannot be maintained that 1 lakh out of 5½ lakhs is too high a proportion to allot to aided education. It is only right that they should receive their share.

3. A provident fund scheme for elementary schools is a complicated and difficult matter, and I understand is still under the consideration of the Government of India. Further, it would not be possible to utilize the amount for provident fund this year. To formulate a satisfactory scheme requires considerable time and thought.

4. The payment of grants in the form of capitation grants is appointed by aided bodies, and the proposed increase will help them to pay their teachers better.

5. I would again ask for early orders so that I may issue the necessary instructions in time for the January conference of Inspectors. There is no reason to fear that the proposal to increase further the pay of teachers in schools

M. S. G. S.
dated 6.12.18
April 1918

W. J.

appreciates

4 NOTES to G.O. No. 1678, HOME (EDUCATION), 28TH DECEMBER 1918
under public management will not be settled this official year. Nearly all the replies
have been received from local bodies.

H. S. DUNCAN—20-11-18.

The file may now go to Financial for remarks on the proposal of the Director of
Public Instruction to revise the rates of grants payable to teachers in aided elementary
schools. The Director of Public Instruction is not apparently in a position at present
to give us a forecast of the allocation of the 5.5 lakhs grant for various purposes.
In the circumstances stated by him we need not defer orders on the present proposals
to utilize the grant partially.

C. RAMANUJA ACHARIYAR—21-11-18.

L. D. SWAMIKANNU—22-11-18.

FINANCIAL DEPARTMENT.

Teaching grants in aided elementary schools.—The Director of Public Instruction
proposes that the existing rates [this scale was sanctioned in G.O. No. 1433, Home
(Education), dated 15th November 1917] should be raised as under:—

	Existing rate per annum.	Proposed rate per annum.
	Rs.	Rs.
(a) Untrained teachers	36	36
(b) Trained teachers, Lower Elementary grade	48	60
(c) Trained teachers, Higher Elementary grade	60	72
(d) Trained teachers, Secondary grade	120	144

The extra cost to Government will amount to about 1 lakh per annum; and the
Director of Public Instruction proposes to meet this from the recurring Imperial
grant of 5.50 lakhs per annum given by the Government of India from the current
year (1918-19) onwards for the development of primary education in this Presidency
—vide Government of India/Education/Letter No. 425, dated 6th April 1918.

2. The Director of Public Instruction is not yet in a position to indicate the
objects on which the recurring Imperial grant of 5.50 lakhs per annum will eventu-
ally be distributed. It is, however, quite probable that one of the objects will be
'raising the minimum pay of teachers in elementary schools under public management
by Re. 1 per mensem' (estimated to cost roughly 1.21 lakhs per annum).

3. The increase in the rates of teaching grants in aided elementary schools
should usually follow, and not precede, the raising of the pay of teachers in public
elementary schools—vide paragraph 1 of Home Registrar's note on page 2 ante.

The Director of Public Instruction apparently considers that the increase in
teaching grants in aided elementary schools should be sanctioned immediately
(page 2 ante).

Submitted that there seems to be no objection to accepting the Director's
proposals.

For orders.

V.G.K.—25-11-18.

We may suggest that the Government order should specially stipulate that the
grants are to be solely used on the betterment of teachers' pays.

J. M. HOPPER—25-11-18.

It seems desirable to take any steps that are possible to secure that the money
shall go into the pockets of the teachers.

Will Home Department kindly circulate to Honourable Member, Financial.

C. G. TODDUNTER—26-11-18.

HOME (EDUCATION) DEPARTMENT.

A draft order is submitted for approval.

S.K.—27-11-18.

N.K.—27-11-18.

C.R.—27-11-18.

L.D.S.—27-11-18.

P[ENTLAND]—2-12-18.

As has been pointed out both in the Home Department and Financial Department notes, the enhancement of grants towards the pay of teachers in aided schools would naturally follow, not precede, the raising of the salaries of teachers in schools belonging to Government and local bodies. The Director of Public Instruction gives us an assurance that there is no reason to fear that the proposal to grant higher pay to teachers in schools belonging to Government and local bodies will not be submitted in time to be settled this year. From this statement I understand that the enhancement of the pay of teachers in Government and Local Fund schools will take effect from the next official year, i.e., the 1st of April 1919. It would appear, however, from the present proposals that it is intended to give effect to the enhanced grants in aid with effect from the current official year and I do not at present, understand why enhanced aid should be granted before the pay of teachers in the employ of Government itself and local bodies has been raised. Perhaps, there may be some explanation about this which I have overlooked. If not, I should be glad to know what the reason is.

2. The Director of Public Instruction states that it is impossible absolutely to guarantee that the whole of the increase now proposed to be given to aided schools will go into the teachers' pockets. I quite understand that no such guarantee is possible. The Director of Public Instruction, however, goes on to say that it is not possible even to provide any safeguards to insure as far as possible that the increase goes to the teachers. This statement does not seem quite so acceptable. If we laid down in the rules that the scale of aid to be given to these particular classes of teachers should be a grant of 50 per cent on the actual salary paid subject to the maximum of Rs. 36, 60, 72 and 144 as proposed in the notification, would that not be some safeguard against the money which is now proposed to be given being appropriated by the management and not given to the teachers? If it would be a safeguard, is there any reason why such a direction should not be included in the Grant-in-Aid Code? It is generally agreed that the Government are not called upon to pay more than half the pay of the teacher and if that proportion is fixed as representing the liability of the Government, it would appear that anybody who claims a grant of a larger proportion would thereby subject himself to penalties such as the exclusion from future grants and that some safeguard therefore would be provided against the diversion of the large sum of money which is now proposed to be paid to aided institutions into the pockets of the management instead of into the pockets of the teachers. I should be glad to know what the opinion of the Educational Department is upon this question as the expenditure proposed to be incurred is very large.

A. G. C[ARDEW]—3-12-18.

Dem-official—from the Hon'ble Mr. H. S. DUNCAN, Director of Public Instruction.

To—the Hon'ble Diwan Bahadur L. D. SWAMIKANNU PILLAI, Avargal, Acting Secretary to Government, Home (Education) Department.

Dated—Nungambakam, the 3rd December 1918.

Please refer to my letter C. No. 9232/18, dated 7th November 1918, submitting proposals for raising the rates of ~~capitation~~ grants to trained teachers employed in aided elementary schools. I should be glad if early orders are passed as the necessary instructions have to be issued by me to inspecting officers who meet soon after the Christmas holidays for the purpose of fixing teaching grants.

HOME (EDUCATION) DEPARTMENT.

Paragraph 1 of Honourable Member's note, above.—The Director of Public Instruction has stated that he proposes to utilize a portion of the Imperial recurring grant of Rs. 5.5 lakhs received in the current year on the raising of the pay of teachers in schools under public management by Re. 1. It appears that his intention is to allow this increase with effect from the current year. He has proposed the increased rates for the teachers of the new schools which it is proposed to open in January next. He may however be requested u.o. to state definitely what he proposes to do.

2. Paragraph 2 of Honourable Member's note on page 5 *Supra*.—It is doubtful whether in the case of teachers in aided elementary schools it will be possible to ascertain what their actual salary is. In well-conducted mission schools there may be fixed rates of salaries for the teachers. As regards the teacher-manager schools, the Director of Public Instruction stated as follows in his letter, Reference on Confidential No. 16, dated the 17th July 1916 (page 10 of G.O. No. 1162, dated 10th September 1917):—

"The only 'average income' of these teachers which can be given is that earned from public funds as grants-in-aid. Their full income is not known and varies according as they are paid in money or kind or by way of presents and have assistants to pay or not. Any statement of receipts supplied by them would, in the vast majority of cases, be wholly unreliable."

The majority of the aided elementary schools are under teacher-managers. Out of 19,072 aided schools on the 31st March 1918, 12,760 were managed by teacher managers (page 36 of volume II of Public Instruction Report for 1917-18). In the case of these schools, the suggested rule that the grant should be based on the actual salary of the teacher may not be workable. The Director of Public Instruction may, it is submitted, be requested u.o. to offer his remarks on the suggestions of the Honourable Member. A u.o. note is placed below.

S.K.—5-12-18.

N.K.—5-12-18.

C. RAMANUJA ACHARIYAR—5-12-18.

L. D. SWAMIKANNU—6-12-18.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

According to the figures in the Public Instruction Report for 1917-18, the per cent of aided elementary schools arranged according to management is as follows:—

	Boys' schools.	Girls' schools.
	PER CENT.	PER CENT.
(1) Teacher-manager schools ...	67	28
(2) Schools under Mission management ...	25	58
(3) Other schools ...	8	14

The increased grants proposed would wholly go into the pockets of teachers in the case of schools No. 1. With regard to No. 2 the Mission bodies may be trusted to utilize the increased grants in raising the pay of the teachers employed in their schools. Only in the case of schools No. 3 there is a possibility of the increased grants going into the pockets of managers instead of benefitting the teachers. The number of such schools is relatively small. If the Managers of such schools do not raise the pay of the teachers the trained teachers employed in such schools (not a very large number) will realize that the increased grants paid to the schools are on their account and they will probably leave the schools and seek employment under other managers who may offer them higher salaries or start new schools of their own, in which case the increased grant will wholly go into their pockets. The proposal in the Secretariat notes to limit the grant to 50 per cent of the actual salary of the teacher subject to certain maxima is unworkable. In almost all the teacher-manager schools which come to more than two-thirds of the total number in the case of Boys' schools there is no fixed salary for the teacher. It is a well-known fact that teachers of such schools live only on the grants and what perquisites they can get from the parents of the pupils. Moreover it has nowhere been laid down that the teaching grants paid to elementary schools should bear only half the net cost of the schools as in the case of secondary schools.

2. The answer is in the affirmative.—from 1st April 1918.

H. S. DUNCAN—7-12-18.

Para 19.
Secretariat
N.S.C.)

NOTES TO G.O. No. 1678, HOME (EDUCATION), 28TH DECEMBER 1918

With reference to Honourable Member's note on page 5 the Director of Public Instruction says that he proposes to give effect to the increase of salaries of the teachers in schools under public management from the 1st April 1918. Thus, the increase will be given to aided and public managed schools simultaneously. Retrospective effect has been given in previous years also to the increase of the pay of teachers in schools under public management sanctioned late in the year (G.O. No. 170, dated 12th February 1918).

2. With reference to the question raised by the Honourable Member in paragraph 2 of his note on page 5 the Director points out that any rule that may be laid down fixing the proportion for the grant to be sanctioned with reference to the salary actually paid, will affect only a small portion of the number of schools. The Director also points out that such a rule will be unworkable, though he does not clearly point out how. Obviously the present rate of grant does not bear any uniform nor fixed proportion to salaries actually received in non-teacher-manager schools. Even should it be decided that the rule might be made applicable only to such schools, it is likely to be felt invidious and might affect prejudicially mission and non-mission schools which are comparatively better managed than teacher-manager schools which will be allowed to draw an increased rate of grant without any restriction. There are possibly several assistants employed under some of the larger teacher-manager schools; and if any rule is laid down excluding the teacher-manager schools from its operation, such assistants will not benefit by the proposed increase in the rates of grants.

3. Further a restriction such as that proposed will only affect one of the several factors that are employed to determine the grant to an elementary school. Under rules 15 and 16 of the Grant-in-Aid Code a grant to an elementary school is made up of three different parts based on (1) the number and qualifications of teachers employed, (2) the number of pupils in attendance, and (3) the amount fixed at the discretion of the conference of the inspectorate with reference to the efficiency or otherwise and other circumstances connected with the school in question. A rule such as that proposed would only affect a small section of the first part.

In these circumstances, it is for consideration whether any such rule as that proposed by the Honourable Member should be laid down.

4. If the question is to be dropped, it is for consideration whether the general executive order to the effect that the increase in the grants should correspondingly increase the rate of salary actually paid to teachers (as in the draft) may not be issued and the inspecting staff instructed to see that this is done. One of the means, by which this order can be enforced to a certain extent, will be to instruct the inspecting staff at the next conference they hold in fixing the discretionary portion of the grant for the school, to reduce the amount of grant earned by the school, if they found during their inspection that the order of Government had not been given effect to. This is no doubt an indirect method; but in the absence of a rule such as that proposed this seems to be the only possible method.

C. RAMANUJA AOHARIYAR—10-12-18.

L. D. SWAMIKANNU—10-12-18.

Sir Alexander Cardew should see now.

P[ENLAND]—11-12-18.

I am as anxious as the Director of Public Instruction himself to promote the cause of education and I recognize the necessity of spending all available additional funds on that purpose and I have in the last two years raised the allotments from Provincial funds for Education by over 21 lakhs as against an increase of under 12 lakhs in the previous two years. But it does not seem to me that we are justified in wasting money even though it falls under the head of Education and to raise the pay of teachers in public elementary schools, as the Director of Public Instruction apparently intends to do, with retrospective effect from the 1st of April last, seems to me to be not only contrary to all financial practice and principle but also to be

substantially without practical use. In some notes which are not in the file, I laid down a few months ago the principles upon which it seemed to me that the Government might proceed when an application is made to give retrospective effect to an order increasing pay. Speaking generally, the line which I then suggested was that, when the increase of pay is to be given to an individual officer, retrospective effect may often reasonably be given to it, because that increase is very frequently due to circumstances which would have justified its grant from the date from which retrospective effect is proposed. But in dealing with large classes of officers, no useful purpose is served by giving retrospective effect to increases of pay. The main object of the increase of pay to a large class of officers is eventually to secure a better class of employee than the present pay obtains and, so far as this is concerned, in the present case, to give pay with effect from the 1st of April 1918 can have no such effect whatever. The office draws attention to G.O. No. 170, dated the 12th of February 1918, under which the minimum pay of trained teachers was raised in February with effect from the previous March. This Government Order was not circulated to me before it issued and it is quite possible that in this particular case expectations had been held out or some public announcement had been made which necessitated the giving of retrospective effect to the change. But in the present case, it is not stated that any such announcement or pledge has been given, and I think therefore that to give retrospective effect in the present case can only be said to be waste of money. I would therefore suggest that the Director of Public Instruction may be told to announce at once that the teaching grants payable on behalf of trained teachers in aided elementary schools will be raised with effect from the 1st of April 1919 and at the same time he may be instructed that, if he has proposals, as he says, for raising the pay of the corresponding staff in public institutions, he should submit his proposals without delay but effect will only be given to them in the budget for the next official year in which I presume he has made the necessary provision.

2. On the second point as to whether any safeguard can be laid down to prevent the increased grant from being appropriated by the manager instead of by the teacher for whom it is intended, there seems to be no option but to accept the Director's statement that any attempt to limit the grant to 50 per cent of the actual salary subject to such a maximum would be unworkable.

A. G. C[ARDEW]—11-12-18.

With reference to the portion marked A above, it is submitted that the following are the circumstances under which increase was sanctioned last year with retrospective effect. The Director of Public Instruction submitted his proposals for raising the minimum pay of teachers in schools under public management and for increasing correspondingly the rates of teaching grants to aided schools as early as 24th June 1917—please see his letter on page 2 of G.O. No. 1433, dated 15th November 1917. On 19th September 1917, the Financial Department accepted the proposal as regards the raising of the rates of teaching grants, but in regard to the increase proposed in the minimum pay of teachers in schools under public management, that department suggested that advantage should be taken of the opportunity to withdraw grain compensation allowance in the case of teachers whose minimum pay has to be raised—page 19 of notes to G.O. No. 1433, dated 15th November 1917. A reference was therefore made in the Local and Municipal Department to all local bodies on 7th November 1917 to ascertain the localities in which, and the rates at which, grain compensation allowance was being paid to teachers in their employ—pages 23 and 24 of notes to G.O. No. 1433, dated 15th November 1917. The replies of local bodies were received only towards the end of January 1918, but, in the meanwhile, the Director of Public Instruction in his letter No. 8951, dated 13th December 1917, pressed for very early orders on his proposal for raising the rates of teaching grants—page 1 of G.O. No. 1657, dated 22nd December 1917. The Financial Department having already agreed to the proposal, orders were issued in G.O. No. 1657, Home (Education), dated 22nd December 1917, sanctioning the introduction of the revised rates suggested in the year 1917 itself. Consistently with this sanction, the minimum pay of teachers in schools under public management was also raised with effect from the 1st March 1917 in G.O. No. 170, Home (Education), dated 12th February 1918. The expenditure in both cases was met from the Imperial recurring grant of 4 lakhs sanctioned by the Government of India last year.

2. Portion marked **B** in Honourable Member's note.—The Director of Public Instruction has submitted the draft of a notification amending rule 15 of the Grant-in-Aid Code for publication in the Fort St. George Gazette. This notification may be issued with the following note:—

(The revised rule will come into force with effect from the 1st April 1919.)

3. Portion marked **C** in Honourable Member's note.—In his proposals* for the opening of additional elementary schools

*The file dealing with these has been sent to financial for remarks.

† The Director of Public Instruction intends that these schools should be opened in January next.

Rs. 12. He has also stated that he will submit proposals shortly for raising the minimum pay of teachers in existing schools as shown above. These have just been received.

4. Portion marked **D** in Honourable Member's note.—The lump provision of Rs. 5½ lakhs for the development of primary education in the current year's budget is repeated also in the next year's budget. There is thus provision to meet the charge on account of the proposed increases in the pay of teachers.

5. Portion marked **Z** in Honourable Member's note.—It is submitted that no announcement has been made that the pay of teachers will be raised in the current year. In connexion with the resolution moved by the Honourable Mr. Siva Rao at the meeting of the Legislative Council held in November last regarding the raising of the salaries of teachers in elementary and secondary schools, the Hon'ble Mr. Duncan merely stated that "funds do not allow at present" the enhancement of salaries as proposed by the Additional Member, but that he was prepared to give every consideration to the question as far as funds permitted.

6. If retrospective effect is not given to these proposals, the amount reserved†

† 1 lakh for teaching grants.
1.27 for raising pay in schools under public management.

2.27

7. A draft order in accordance with Honourable Member's note is submitted for approval.

N.K.—14-12-18.

C. RAMANUJA ACHARIYAR—14-12-18.

L. D. SWAMIKANNU—14-12-18.

I am not quite sure whether the purpose of these proposals has been made sufficiently clear. They have been made (page of note) with reference to the qualifications of teachers already in the service. It is not proposed to give untrained teachers any additional grant but to increase the grant in the case of teachers who hold either lower or higher elementary grade certificates or secondary grade certificates. It has been recognized that the existing grants are no longer adequate. We can of course refuse to give retrospective effect to the proposals; but it is the case that the principle referred to by Sir Alexander Cardew would justify such retrospective effect, for ~~the~~ ^{the} ~~page~~ ^{page} ~~above~~ ^{above} the circumstances would have justified its grant from the earlier date. There has been no pledge: on the other hand to refuse what is proposed will keep a deserving class of men for this year out of a slight increase to their emoluments: and present conditions undoubtedly make this concession a matter of considerable importance to them.

P[ENTLAND]—18-12-18.

The file may now be circulated to the Hon'ble Sir Alexander Cardew with reference to His Excellency's note above.

N.K.—19-12-18.

C.R.—19-12-18.

L.D.S.—19-12-18.

Ex. No. 74
20.1.1919

Bein
Print this
a message

*The Director
of Public Instruction
has submitted this
letter

4591
1919-1-22

Bein
Print this
a message

10 NOTES to G.O. No. 1678, HOME (EDUCATION), 28TH DECEMBER 1918

It is quite true that the grant of the proposed enhanced rates of grant with effect from 1st April 1918 would be welcome to the class of people concerned, and indeed this is true of all schemes of enhanced remuneration. But it seems to be difficult to show that any public advantage would follow from this expenditure, which would amount to about a lakh of rupees. It would not secure improved work or better teachers, and there is no hardship in not giving enhanced rates with retrospective effect, as no promise of enhancement has been made. In fact, the Director of Public Instruction seems to have said something to the contrary effect. It is a general financial practice, based I think on sound principles, not to give retrospective effect to such schemes, and I think it would be better to follow that practice and issue the draft as framed.

A. G. C[ARDEW]—24-12-18.

L. D. SWAMIKANNU—27-12-18.

P[ENTLAND]—28-12-18.

L.D.S.—28-12-18.

[G.O. No. 1678, Home (Education), dated 28th December 1918.]

ORDINARY.

PRESS SLIP.

PREFERENCE.

URGENT (a).

Sect. II-33-3-14.

Home (23) DEPARTMENT.

Current No., dated 191

G.O. No. 1678, dated 28. 12. 1918

(b)
 Number of MS. pages sent { Correspondence
 (b)
 Notes

Brief subject. *Grant in aid case.*

(c) Number of copies required when struck off (not including copies for saloons and editors' table which are retained in the Press).	E. T. copies to supply requisitions for purchase by the public.	Complete correspondence and orders.	Notes.
For RECORD.*			
Madras Records	4	30	15
Ooty Records		4	4
For filing with original		1	1
Total		35	20

For Issue.†

Letter only. Complete G.O.	(d) Special issue copies of G.O.		Notes.
	No.	Papers.	
Signature copies			
India Office			
Govt. of India			
Revenue Department			
Public Works Department			
Local and Municipal Department			
Educational Department			
Public Dept.			
Judicial Dept.			
Political			
Financial Dept.	2		
Marine Dept.			
Ecclesiastical Dept.			
Total	2		
The			
The			
The			
The			
The			
The			
The			
The			
The			
The			
The			
The			
The			
Total	7		

* Copies distributed on (Press Clerk).

† Copies distributed on (Press Despatcher).

† To be initialed and dated.

INSTRUCTIONS FOR THE SECRETARIAT.

(a) If a paper is marked to be printed urgently, the Superintendent of the section concerned should sign the Press slip. The Superintendent should exercise a careful discretion in the matter.

(b) Each letter, memorandum, or order, or set of orders, in the file of correspondence should be headed in succession with the Roman numeral I, II, III, etc., the number being written in red ink or blue chalk above the item. The particular papers to be printed in the special issue-copies should be indicated by the Roman numeral (I, II, etc.), by which that item has been headed in the correspondence file. All matter, including marginal remarks or references, to be printed should be written in ink and matter which should not be printed should be encircled. Initials and signatures that are not quite legible should be re-written distinctly.

(b) For rules regarding printing of notes, see rule 315 of the office Manual.

(c) The number of copies and the details of distribution should be filled in by the Superintendent or Referencee concerned.

(d) In the absence of special instructions to the Press to keep matter standing for a specified period, ordinary papers of 8 pages and under will be kept standing for one week, and larger papers for two weeks only. The type of notes and of all confidential papers is distributed immediately after striking.

(e) This slip, properly and completely filled in, should accompany every paper sent to Press; it will be returned by the Press when proofs are furnished; it should be sent to the Press when a call is made for revised proofs or when a corrected proof is sent for striking. When finally returned by Press it should be filed with the original order or letter.

INSTRUCTIONS FOR THE PRESS.

(e) If, in the opinion of the Superintendent of the Press, a paper has been marked urgent unnecessarily, he should send the Press slip to the Registrar with a remark to that effect.

(b) Unless a note to the contrary is made against the matter, pencil entries should not be printed. The Superintendent of the Press may bring to the notice of the Registrar any instance of incomplete or careless editing.

(c) Signature copies of letters to the Secretary of State or to the Government of India should be printed on hand-made paper.

(d) This slip should be returned by the Press to the Secretariat when proofs are furnished; it will be sent back to the Press when proofs are returned corrected and should be finally returned to the Secretariat when struck-off copies are supplied.

(e) The names of the Secretary and Members should be printed in full when they occur on the right hand side, only the first time when they appear on the left side, the initials alone being printed later.

TO PRESS, MADRAS OOTY.

A

Please send proof in duplicate. The papers have been carefully edited.

Referencer.
Clerk.

Supdt.

B

Proof returned corrected. Please strike off and send number of copies as indicated.

Type may be released after usual interval, at once.

Referencer.
Clerk.

Supdt.

C

As the matter is clear manuscript and has been carefully edited, (b) proof need not be sent. Please print and supply number of copies as indicated.

Type may be released after usual interval.

Referencer.
Clerk.

Supdt.

SPECIAL INSTRUCTIONS.

TO BE FILLED IN BY THE PRESS.

Diary.		Initials of Press official.		
Received in Press on.....				
First proof furnished on.....				
Call for revised proof received on.....				
Revised proof furnished on.....				
Corrected proof received for striking on.....				
Final copies supplied on.....				
Account of copies.	Complete copies.	Notes.	Issue copies.	Special E.T. edition.
Supplied to Secretariat for Record.....				
" " " Issue.....				
" " " for Extra E.T. copies to supply requisitions for sale to the public.				4
For Volumes.....				
For supply to newspapers and institutions admitted to the privileges of the E.T.				
Total ...				