

Law (1921) Department.
(Education)

Ordinary SERIES.

G.O. No. 1384

DATED

22-9-21

[Despatch Abstract.]

Legislative Council -- Resolution.

Aided Colleges - Calculation of maintenance charges
for purposes of grant - Recorded.

BACK PAPERS.

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

FURTHER PAPERS.

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

L. & M. (iv) 9-599-4-3-21.

LEGISLATIVE COUNCIL OFFICE.



San 33984
no. n.

Resolutions on matters of General Public Interest.

SUBJECT.—No. 90 for the meeting of the Legislative Council to be held on the 1st August-1921.

SUBMITTED that two copies of this Resolution may be forwarded to the Law (Edn) Department with reference to Nos. (1) and (4) of the rules regulating Secretariat procedure in dealing with these Resolutions in the Legislative Council. The Resolution has been admitted.

1917

U.O. No. 1838-5, dated 19-7-21

To The Law (Edn) Department

3
Council Office.

9th July 1921.

Resolution.

Mr. S. Arpudaswami Udaiyar.

THE LAW (EDUCATION) DEPARTMENT.

90. That this Council recommends to the Government that in any statement of expenditure required by the rules of the Grant-in-aid Code from colleges whose professors are prevented by the constitution of the religious societies to which they belong from receiving fixed salaries, the expenditure of the maintenance of such colleges, under the heading Teachers' Salaries, be calculated as nearly as possible, at the rates current in aided institutions of the same general character.

KIV.

Are

Grants for the maintenance of second grade Colleges are sanctioned under the provisions of chapter IV of the Grant-in-Aid Code & those for the maintenance of first grade colleges under chapter V of that Code. Under the rules in the former chapters grants are admissible towards such expenditure as the department considers reasonable & legitimate upon management, staff (including contribution by the management to a provident fund), servants, rents, taxes, repairs to building, capital expenditure upon gymnasias ~~and~~ games, and contingencies. From the total of the expenditure on these objects is deducted the fee income which would have been realized, had standard rates been levied by the management. If the fee income exceeds the expenditure the institution is considered to be ineligible for a teaching grant. If, on the other hand, the expenditure exceeds the fee income, one half of the excess over receipts is ordinarily treated as a normal grant payable to ~~not exceeding the amount guaranteed from private sources~~ it. This amount is, however, increased

or decreased according to the circumstances of each case. In the case of Colleges, the point is fixed by the D.P. I taking all circumstances into account.

2. Appendix F of the grant in aid code gives the form of the financial statement to be submitted by managers of institutions. It will be seen from the statement that in the case of honorary or quasi honorary ~~teachers~~ workers, the nominal salary as well as the salary actually paid are required to be shown in ~~these~~ it. It is also explained that ~~the~~ 'salary actually paid' means the amount actually received by each teacher or servant for his personal use or maintenance, no part of which is surrendered or appropriated for the purposes of the school.

3. In connection with an enquiry made by the Govt of India in 1917 in regard to the grants paid ~~to~~ in respect of teachers who render honorary or quasi honorary work the D.P. I stated as follows:—

"The schools assign in their financial statements a rate of salary to each member of their staffs, in the case of each such member who does not draw an actual salary, the department

para 2, p. 2 of
fo. 901
7.7.17 (K)

page 10 of 901
7.7.17

decide what rate shall be reckoned for grant purposes. This is done mainly on the basis of 3(b) in the Govt of India's letter (i.e. on some calculation of the cost of training the actual cost of living etc. of the teacher in such a way as to give the school credit for the expenses involved in the maintenance of the teacher without reference to his or her qualifications to the pay drawn or to the fact that no actual salary is shown as drawn); but in some cases where men of high qualifications are provided for college work, rates are allowed approximating to, or even equalling, the scale in 3(c) (i.e. on a scale fixed with reference to the market value of teachers possessed of qualifications similar to those of the honorary or quasi honorary teachers).

The M.D.C. suggests that in the case of a college which employs professors who do not receive fixed salaries, the expenditure on its maintenance under 'Teachers' salaries' should be calculated at the rates current in aided institutions of the same general character. This mode of calculation is now followed

followed only in cases of honorary teachers of high qualifications. In the case of others credit is given only for the actual expenses involved in the maintenance of the teacher. No case has been made out for a change in the existing procedure. The remark of the D.P.I. may be invited w.o.

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U.O. Reply No.

The resolution as worded, and as it will presumably have to be discussed in the Council, has no reference to the actual grants awarded, or to be awarded, under the Grant-in-Aid Code. It has reference only to the statement of expenditure which is required to be submitted by the College to the D.P.I.

The portion of page 4 of the note-file above, which I have side-lined, indicates that we already ask for details of the salaries, nominal and actual. There is no necessity to go beyond that. The ^{nominal} rates which are submitted are usually those which are current in aided institutions of the same general character.

The actual grant which is paid depends upon the consideration

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the consideration of all the circumstances of the case, but that is not the point which is raised in the present resolution.

I do not see that we ought to do away with a statement of the actual salary received in addition to the nominal salary or monthly salary as it is called in our tabular statement. The resolution is not clear as to whether it desires or does not desire the abolition of our dual information.



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4.7.21

Law (Encl) Dept

May be circulated to M3

2. Orders are requested as to who will take charge of the resolution, whether further particulars should be called for and whether the subject should be discussed at a meeting of the Cabinet

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M3

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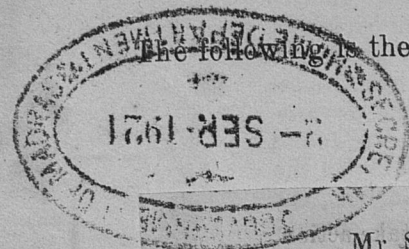
D. P. I. into ref to the Minister.

20/11/21

no note sent
18.11.21

To

THE SECRETARY TO GOVERNMENT,
The Law (Edn) DEPARTMENT.



The following is the result of the debate on Resolution No. 111

Resolution.

Calculation of maintenance charges of certain aided colleges.

Mr. S. ARPUDASWAMI UDAYAR :—

111 [90] That this Council recommends to the Government that in any statement of expenditure required by the rules of the Grant-in-Aid Code from colleges whose professors are prevented by the constitution of the religious societies to which they belong from receiving fixed salaries, the expenditure of the maintenance of such colleges, under the heading Teachers' Salaries, be calculated as nearly as possible at the rates current in aided institutions of the same general character.

The resolution was by leave withdrawn

LEGISLATIVE COUNCIL OFFICE,]

2-9 1921.]

L. D. Swamikannu

Secretary to the Legislative Council.

2nd Sept 1921

Extract from Proceedings of Council

Calculation of maintenance charges of certain aided colleges.

Mr. S. ARPUDASWAMI UDAYAR :—I beg to move the following resolution :—

'111. That this Council recommends to the Government that in any statement of expenditure required by the rules of the Grant-in-Aid Code from colleges whose professors are prevented by the constitution of the religious societies to which they belong from receiving fixed salaries, the expenditure of the maintenance of such colleges, under the heading Teachers' Salaries, be calculated as nearly as possible at the rates current in aided institutions of the same general character.'

[Mr. S. Arpudaswami Udayar]

[2nd September 1921]

"Mr. President, Sir, the grievance which this resolution, if adopted, will remedy is one arising from the fact that members of religious orders are prevented by the constitutions of their society from receiving any remuneration in the shape of a fixed salary with the result that in the statement of expenditure the salaries mentioned against their names are regarded as being fictitious, and the benefit of the rule of the grant-in-aid according to which one-half of the deficit should be met by the Educational department is not put into operation in their case. This grievance, Sir, is an old one, and after many representations made to the Government and the educational authorities at last the way out of the difficulty was found by the Education Commission of 1882 laying down the principle exactly in the words, almost in the very words, of the latter part of this resolution, viz., the expenditure of the maintenance of such colleges be calculated at the rates current in aided institutions of the same general character. I am more modest and have qualified the statement by adding the words, 'as nearly as possible' in the hope that some measure of sympathy from the Hon'ble the Minister for Education and the Hon'ble the Director of Public Instruction would go a great way towards meeting the real want. In spite of this recommendation, Sir, the salaries mentioned against the names of professors are regarded as not actually representing maintenance charges and therefore the labours of a body of men who are devoting their all for the education of Indian students and who devote their whole life time for the sacred cause of education, go unrewarded. I am so strongly convinced of the spirit of toleration of the members in this Council, of their sense of justice and fairplay, that I have only to make a frank and straightforward statement of the case for them to scrutinise the facts and to show their sympathy. The most important point here is whether salaries do actually represent maintenance charges. I say, Sir, that the salaries which are mentioned against the names of the professors do really represent maintenance charges. They do not represent the market value at which professors are to be had. But they represent, what I should say, something more than the market value, because there are very many items, Sir, in the heavy expenditure involved in the training and the preparation of these men, in maintaining those who are unfit to work and many other things besides. First of all, Sir, is the item namely the charges incurred during the period of preparation. Young men of 17 or 18 years old, after they have finished their studies, what they call rhetoric—some of them after they have taken the B.A. degree or the B.Sc. degree are brought to India—they have to pass through nearly 15 or 17 years of preparation, i.e., two years of juniorate which are devoted to a study of literature and science, a three years course of philosophy when they study also higher mathematics and science, then four or five years or three or four years of a preparatory work or a kind of practical training in schools or as tutors and demonstrators in college classes, and then, Sir, five years of theology. During these five years of theology, which strictly speaking may not have whatever to do with education, we find that those who show special proficiency in or special aptitude for certain subjects are already required to specialise and after their theological training they are sent to certain Universities to Oxford, Dublin, Louvain, or Paris. I may assure my friends in the House that almost all the professors in the St. Joseph's College who are engaged either in teaching the pass course or the honours course are those who have spent one or three or four or five years in Europe. So these items certainly involve very heavy expenditure, for in such cases are included not only the cost of sending these men to Europe or maintaining them in the schools of training but the cost of laboratories the cost of libraries and the cost of maintaining a special staff of professors for the benefit of these young men. The second item, Sir, represents the bare maintenance

2nd September 1921]

[Mr. Arpudaswami Udayar.]

charges of these men when they are doing professorial work in the colleges. Now these charges comprise not only the cost of what is spent on them in the shape of procuring them clothing or stationery and books or paying doctor's bills but also they represent all the expenses involved in periodical trips to villas and the exodus to Kodaikanal in the summer season, because all these hard-worked men must be kept in a fitting condition, in health and vigour so that they might satisfactorily discharge their duties as professors. Then you have other charges, Sir, such as annual repairs and additions to buildings which are reserved as professors' quarters or the pay of their servants, gardeners and those who are in charge of horses, bulls or cows and again a special staff of lay brothers who are in charge of kitchen arrangements or linen—a big establishment. The third item represents the maintenance charges of some old professors who are unable to do any serious work. They are not sent out but maintained and supported till their death. Now I will ask, Sir, whether all these things taken into consideration, the statement of expenditure especially under the heading salaries of teachers, whether this does not actually represent the maintenance charges, and whether it is unfair to claim that they should be regarded by the Education Department as representing actual maintenance charges. Those who know, Sir, what it is or how much it costs to run a college, a college where provision has to be made not only for a pass course but also for the Honours Course, where for the sake of 80 or 100 students all told in the Honours section, one has to employ a dozen professors and another dozen teachers or demonstrators and where one has especially to maintain well-equipped laboratories, libraries. Now, Sir, how can all these things be borne if the men who devote their life to education and who are able to hold their own in the common-wealth of letters and who are expected to competently handle the different subjects are not thought worthy of drawing the pay of the headmaster of a school or of a professor in a second grade institution?

Mr. S. ARPUDASWAMY UDAYAR:—"If they are not deemed worthy of being given that amount of pay or remuneration which would certainly enable them to do their work, the work surely will suffer or will be carried on amid privations and hardships which, in the long run, must prove detrimental to the interests of education. Sir, I wish to make my position clear; I do not ask for their being paid one pie more than what would actually cover their maintenance charges. Now, where other Europeans are paid Rs. 800 or 900 or 1,000, let them be paid at least one-half, Rs. 300 or 400. Let that principle be fixed. All things considered, it is certainly fair to fix this salary for these men who are doing useful work, to enable them to carry on their work without having to meet a huge deficit. For instance, the St. Joseph's College, Trichinopoly, had to meet a deficit of Rs. 15,000.

"The late war, Sir, has hit them hard as it has hit other missionaries. It is very difficult for them to get men and money. I know the Rector of my college has gone on a tour to Europe. Therefore, Sir, if they are to be encouraged to carry on their work, I for one, do pray and request that strict justice be done to them, and that amount of encouragement which is absolutely indispensable for them to carry on their work and which they do really deserve, that that encouragement and sympathy be shown to them and they will be satisfied. There is a great demand made on their resources both in men and money and when the time comes for them to fall into line with other colleges, especially on the one hand in making provision for the B.Sc. course and on the other to provide for vocational courses the demand will become heavier still. So, I think, Sir, that some sympathy and some little encouragement would go a great way towards making colleges or schools

[M. S. Arpudawamy Udayar.]

[2nd September 1921]

of this description do useful work. It will certainly be setting back the clock of progress to deny what is just and what is certainly merited by a body of men who have been working for the good of India's sons. And again, Sir, it was only yesterday that my friend Mr. Natesa Mudaliyar drew for us a graphic picture of the difficulties to which students are put in seeking admission into colleges. It was clearly shown that we require more colleges and very well equipped colleges. Therefore, if the existing ones are not encouraged, especially those which cannot be efficiently managed unless some amount of help is forthcoming, surely, Sir, there will be no incentive to educational progress and development. I would therefore ask this Council to view with favour this resolution and accept the principle laid down by the Education Commission so that the professors who unfortunately are not able by the constitution of their society to draw any fixed salary or remuneration, may not on that account suffer or be put to the inconvenience or difficulty of receiving remuneration which is certainly very poor. It will not do for us in these days to show ourselves niggardly in our treatment of those whose only fault is to live together in a community and not draw each for himself a special salary from the Government. As the Hon'ble the Minister for Education will see I have qualified the statement "as nearly as possible" so as to allow the fullest discretion to the educational authorities. What I stand for here is that some greater consideration, some greater sympathy, some greater encouragement may be forthcoming. With these words I beg leave to move this resolution.

Mr. T. ARUMAINATHA PILLAI:—"Sir, I rise to second the resolution moved by Mr. Arpudawami Udayar. After the very lucid explanation given by him I do not think that I have very much to say upon this. I will only touch one or two points. I believe the principle upon which grants-in-aid are given to the aided institutions are that the Government gives half the amounts that are actually paid from the coffers of those aided colleges to the professors. Here it is frankly admitted and it is also admitted by the institutions referred to in this resolution that so far as those professors are concerned as they belong to these religious societies by the rules of which they are forbidden to receive money, they do not take money from the coffers of the society. On the other hand, as explained by my friend Mr. Arpudawami Udayar, the expenses from the very beginning of their collegiate course up to the time when they are brought up to the college to teach the lessons and also for their maintenance during the time when they leave the college and when they are disabled—All these things will have to be met from the coffers of the society. If you are going to take all these things then it will not be right, Sir not to take the amounts mentioned against them as not having been spent on them actually. As a matter of fact, I believe, that when I make this statement I am right, namely, that in no instance the amounts that are placed against each professors as having been spent upon him or as representing his salary according to the grant-in-aid Code has been taken objection to by the Government on the score that it does not represent the amount that has been spent upon the various heads referred to by my honourable friend.

"The second point I would refer to and for which I would request support is this: So far as the missionary institutions are concerned it is an admitted fact that they are run on much cheaper lines and do not cost the Government so much as the Government institutions. If we just take the Presidency College, Madras, or the Kumbakonam college or the Rajahmundry college or any other Government college and also at the same time take other similar institutions as the St. Joseph's College, Trichinopoly, or the Christian College at Madras, we can very well see that the amount that is spent upon Government colleges is very much

2nd September 1921] [Mr. T. Arumamatha Pillai.]

large as against the amount that is spent by the missionary societies. It is the duty of the Government to spread education as much as possible, and when these missionaries come out to this country getting money from Europe, spend a lot of money which they have brought from home and sacrifice their time and labour without accepting any sort of reward at all here, is it not right, Sir, that this Government, when a portion of its duty has been taken from it, should be able to assist these missionary societies very much? It is upon these two grounds, Sir, that I second the resolution moved by my friend."

Mr. R. LITTLEHAILES:—"Mr. President, with your permission I wish to confine myself to the resolution as it stands. But before I do so I am compelled to place before the Council such facts as we have which will enable the Council to appreciate what the position is. The arguments that have been put forward in favour of the acceptance of the resolution are in the main, firstly, that grants are paid to colleges equal to one-half of the net cost of the colleges, and secondly that the cost that the statement takes into account is not the total maintenance cost. Those I take it to be the main arguments put forward. Neither of these arguments are borne out either by the rules of the Grant-in-aid Code or by the practice of the department of Public Instruction. The Grant-in-aid Code lays down that in secondary schools and second grade colleges the Grant-in-aid will ordinarily be equal to one-half of the net cost of the maintenance in these institutions. That rule, however, does not apply to first grade colleges. I shall now quote from the Grant-in-aid Code. 'The amount of grant given on behalf of a college or school providing instruction to the students for the university degree will be determined by the Director of Public Instruction after taking into consideration all the circumstances of the case.' Financial statements are received by the Department of Public Instruction. They are carefully analysed and it is the endeavour of the Department to give as much grant as is possible according to the provision which this Council lays at its disposal in passing the budget. It places a certain amount of money at the disposal of the department to make the grants to each college. But that amount varies more or less from year to year. The rules for reduction of the grants are as follows:—'The amount once determined shall not ordinarily be reduced unless due notice has been given to the manager so as to give him opportunity of showing cause why such decrease should not be effected.' It is very seldom that we call on managers to show cause why such decrease should not be effected, because our policy is not to decrease grants. Our policy is to increase the grants that we make to colleges, and it is for that reason that the Department of Public Instruction invariably includes in its original budget estimate a slightly larger amount for Grants-in-aid than what was granted in the previous year. That is our policy: we want to help colleges as well as other institutions to expand, and to meet the increasing expenditure that is necessary if the institution is to expand."

"Turning now to the financial statement which was referred to, it has to be sent in to the Director of Public Instruction every year and a special form is laid down in the Grant-in-aid Code for this purpose. In that form we have three columns, one is the monthly salary, the second the total salary and the third column the salary actually paid. There is a foot-note to the effect that 'For the purpose of this statement the salary actually paid means the amount actually received by each teacher or servant for his personal use or maintenance no part of which is surrendered or appropriated for the purpose of the school. In the case of honorary or quasi-honorary workers, the nominal or assumed salary may be shown under monthly salary, the real amount, if any, being shown as the salary actually paid."

[Mr. R. Lettletails.]

[2nd September 1921]

12-45 p.m. "The information that the department receives is not only the actual salary which was received by particular professors or teachers in a college but the nominal salary, which is put down in many instances as the market value of the professor or teacher in charge and it is our endeavour to calculate the grants as far as possible upon the market value of the teacher and to consider only the nominal value as part of the information which it is desirable that the department of public instruction and the Government should possess.

"With this explanation I shall turn now to the actual resolution, which asks that a certain piece of information that is now furnished to the department should be no longer furnished. I think that is all that the resolution asks. I do not know whether that is the intention of the mover but as the resolution is worded it states that 'in any statement of expenditure required by the rules... the expenditure of the maintenance of such colleges under the heading Teachers' Salaries, be calculated as nearly as possible, at the rates current in aided institutions of the same general character.' That is to say the resolution is to the effect that in that financial statement that we now have, which I have just explained, and which contains one column for that actually paid and another for the estimated amount, we are not now to have the information, as to what is actually paid but merely the estimated amount or *vice versa*; so that if this resolution is given effect to, the department is no longer permitted, except by enforcing some other rule, to call in the financial statement for the information which is necessary for us to fix the grant and which it is incumbent by the rules for the Director to take into consideration when the grant is fixed, because the rule is worded 'will be determined by the Director after taking into consideration all the circumstances in the case.'

"Mr. President, I have little more to add. I have put the case before this Council so far as it is actually carried out in practice. I have also stated that it is the endeavour of the department first of all to give as large grants as is possible to aided institutions to meet as far as possible half the net cost and to take into consideration what the actual market value of the professors happen to be. With the information which the Honourable mover now possesses, I do not think that he will have a very strong case and I appeal to him as to whether it is worth his while pressing the technical interpretation of this rule which merely asks on a standard form for a deletion of a certain amount of information which is now furnished.

Mr. S. ARFUDASWAMI UDAYAR:—"Mr. President Sir, the Honourable the Director of Public Instruction has told us that usually the office takes into consideration all the circumstances of the case and that it also takes into consideration the market value of the professors. Now, what I am contending for here is that the market value of these professors should be considered by the department and in calculating their market value they must see to it. That the basis for this calculation is, as nearly as possible the market value at which the professors of other aided institutions and colleges are taken."

Mr. R. LITTLEHAILES:—"It is Sir."

Mr. S. ARFUDASWAMI UDAYAR:—"Then Sir, there is some mystery in this affair. I must frankly state it. If as the Honourable the Director of Public Instruction states, the market value is taken into consideration, I think Sir, we are entitled to much larger grant than is actually given to us."

The Hon'ble the PRESIDENT:—"May I know what the Honourable Member means by saying 'we'?"

14 14
CALCULATION OF MAINTENANCE CHARGES OF CERTAIN AIDED COLLEGES

2nd September 1921. [Mr. S. Arpudaswami Udayar.]

Mr. S. ARPUDASWAMI UDAYAR :—" Those for whom I stand, Sir. So, Sir, if the Hon'ble the Director of Public Instruction will assure me, that, as he put it, it is the avowed and settled policy of the department to increase the grants and never to decrease them and if he would give me, Sir, the assurance that he will carefully consider the case and if he agrees that it is worthwhile increasing the grant to institutions which are run by men who are prevented—by the rules of their, order from receiving fixed salaries, that will be to place the same market value upon their work and I should certainly be satisfied with the assurance."

Mr. R. LITTLEHAILES :—" May I give that assurance that every case will be looked into carefully and I will consider any case that is brought to my notice where there has been an assumed injustice.

The resolution was then by leave withdrawn.

U.S.

Please ^{see} the above. No action on the part of Govt is called for. May be 'Records' extended ~~forwarded by D.P.D.~~

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NO 1384 5/22.9.21

Legue Council -

Resolution -

Aided Colleges -

Calculation of main-
tenance charges
for purposes of grant
Recorded

When given for copying _____
 When copied _____
 When examined _____
 When signed _____

192 .

READ AGAIN G.O. No. _____
 192 .

, DATED

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT A A A A A A A

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO.

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15