

Law (1921) Department.
(Education)

Ordinary SERIES.

G.O. No. 918

DATED 18-6-1921

INDEXED

[Despatch Abstract.]

Legislative Council meeting 1921--February 18--Notes regard-
ing resolutions at-----Recorded--Sivasankaram Pillai, M.R. Ry. T.
subsidiaries to local bodies for enhancement of pay of teachers.

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NOTES.

Recon No LXVIII

3

NOTES CONNECTED WITH RESOLUTION ON MATTERS
OF GENERAL PUBLIC INTEREST.

[For the meeting of the 14th February 1921.]

[SUBJECT.—*Enhanced subsidies to local bodies for increased salaries to elementary school teachers.*]

M.R.Ry. T. SIVASANKARAM PILLAI AVARGAL, M.L.C. :—

25 **LXVIII.** That this Council recommends to the Government that steps may be taken for the enhancement of subsidies paid to the local bodies towards expansion of elementary education so as to enable the said bodies to raise the salaries of the trained elementary school teachers of the higher and lower grades to Rs. 35 and Rs. 30, respectively, with effect from 1st April 1921, reducing, if necessary, the allotment under furniture and school buildings to elementary schools.

LAW (EDUCATION) DEPARTMENT.

In G.O. No. 659, Home (Education), dated 21st May 1919, the minimum pay of trained teachers in elementary schools for boys under public management (i.e., under the management of Government, municipal councils or local bodies) was raised to Rs. 12 *per mensem* and of women teachers in girls' schools to Rs. 13 *per mensem*. To enable local bodies to pay their teachers at the above minimum rates, the Government are now paying recurring subsidies amounting to Rs. 3,16,368 from Provincial funds.

2. In addition to pay, trained teachers in elementary schools under public management are also paid capitation allowance based on the average attendance of pupils during the preceding year. The Director of Public Instruction has proposed the abolition of the allowance and the raising of the pay of each teacher by Rs. 3 *per mensem*. The proposal is under the consideration of the Government.

3. In paragraphs 39 and 40 of their report, the Salaries Committee made the following recommendations :—

“ 39. The Committee is of opinion that Rs. 12 *per mensem* plus war allowance (Rs. 6) and capitation allowance (about Rs. 2) is wholly insufficient remuneration for a fully qualified teacher in an elementary school. It considers that the elementary school teacher should be a person whose influence should count in the village and who should not be an object of charity in the eyes of the villagers. It accordingly recommends that Rs. 30 *per mensem* be recognized as the minimum pay of a fully qualified teacher in an elementary school, war allowance and capitation allowance being withdrawn.”

“ 40. The Director of Public Instruction has suggested to the Committee a minimum pay of Rs. 25 for a lower trained elementary teacher and Rs. 30 for a higher trained elementary teacher. The Committee observes that under the Educational Rules persons who have not reached the third form are accepted for training as a teacher of the lower elementary grade. In practice, the Committee understands that persons who have passed only the fifth standard are admitted for training in the lower elementary grade. It considers that this is too low a qualification and that all elementary school teachers should in time be men qualified by the higher elementary grade training and it is to such men that it intends the minimum of Rs. 30 *per mensem* to apply.”

“ The Committee recommends that assistance should be given to local bodies from provincial revenues to enable them to raise the standard of qualification and salaries of these teachers to those recommended as soon as practicable.”

"Meanwhile as regards existing teachers the Committee understands that these men in some cases do not get war allowances or get less than the general rate of Rs. 6. The Committee recommends that the rate of Rs. 6 should be granted to all and local bodies should receive provincial subsidies to enable this to be done."

4. On the above recommendations, the following orders were passed by Government in paragraph 9 of G.O. No. 499, Financial, dated 1st June 1920 :—

"9. Lastly, there is the question of the teachers in elementary schools under local boards and municipal councils. The Salaries Committee recommends that Rs. 30 should be recognised as the minimum pay for a fully-qualified teacher, but that for the present provincial subsidies should be granted to local bodies to enable them to grant allowance of Rs. 6 all round to their present teachers, many of whom are not fully qualified and whose qualifications vary. These teachers are the servants of the local bodies, though they are paid to a large extent from subsidies from provincial funds, and the Government cannot accept any further liability with regard to them or to any other persons in the employ of local bodies. The present pay of the teachers is, however, admittedly inadequate and in the existing state of the law the local bodies are unable to raise sufficient funds by taxation to provide proper salaries. This want of elasticity in local revenues will, it is hoped, shortly be remedied by the District Municipalities Bill, which has recently been passed by the Local Legislative Council, and the Local Boards Act Amendment Bill which, it is anticipated, will be brought before the council in the near future; and in 1921-22 it should be within the power of local boards and municipal councils to improve their finances considerably. For the current year only, therefore, the Government propose to grant to local bodies subsidies, or rather to divert to this purpose sums which have been entered in the budget for grants for other purposes, in order to enable them to add an allowance of Rs. 4 per mensem to the pay of each of the teachers in their elementary schools. This will entail a diversion of nearly Rs. 9 lakhs."

The above subsidy of Rs. 9 lakhs will not be payable next year.

5. Mr. Knapp's proposals approved in Council for the revision of the pay of teachers in Government elementary schools are given below :—

"5. *Elementary School teachers—Boys' schools.*—

(a) *Untrained teachers.*—Lower elementary men to get Rs. 15, higher elementary Rs. 20, and secondary Rs. 25.

(b) *Trained and Certificated teachers.*—Lower elementary men to draw Rs. 20—1—30, higher elementary men, Rs. 25—1—50, and secondary grade men Rs. 30—30—2—50—1—60.

(c) *Headmasters* to be given a duty allowance varying with the number of teachers in schools as follows :—

Rs. 2 in the case of schools with two teachers, Rs. 3 three teachers, Rs. 4 four teachers, Rs. 5 five teachers and Rs. 6 for six teachers and more."

"6. *Elementary School teachers—Girls' schools.*—The women teachers to be given the same standard rates as the teachers in boys' schools and in addition duty allowance for the present, so that their total emoluments may be in the following scales which have been suggested by the Director of Public Instruction :—

Grade.			Untrained.		Trained.	
			RS.		RS.	
Lower elementary	...	...	20	22½—1½—45		
Higher	...	...	25	27½—1½—50		
Secondary	...	...	30	45—3—90		

"The duty allowances will continue so long as that course may be necessary to attract candidates, and when there is an adequate supply of women teachers, these extra emoluments should gradually disappear.

"Headmistresses to be given duty allowances just as in the case of headmasters in boys' schools."

6. The Member who proposes to move the resolution suggests a pay of Rs. 30 and Rs. 35 for trained teachers of the lower and higher elementary grade respectively as against the scales of Rs. 20—1—30 and Rs. 25—1—50 proposed by Mr. Knapp.

The cost of revising the pay of teachers in elementary schools under local bodies according to the scales proposed by Mr. Knapp has been estimated by the Director of Public Instruction at roughly Rs. 17,13,710.

7. The question of raising the pay of teachers in the employ of local bodies is primarily one for the decision of the local bodies themselves. Under section 34 of the Elementary Education Act which will come into force from 1st April next, it is open to a local body to levy an education cess. When such a cess is levied, the Government are under section 37 of the Act, bound to contribute a sum not less than the proceeds realized from the cess. It is only after a local body has levied the cess and still finds itself unable to raise the pay of teachers in its employ from the resources at its disposal, it can properly approach Government for a special contribution for the purpose. Under existing orders, the Government will not undertake to meet the full cost of raising the pay of teachers in schools under local bodies in addition to the statutory contributions payable under the Act.

8. The suggestion is made in the resolution that the allotment under furniture and school buildings to elementary schools may be reduced if necessary. With reference to this, it may be pointed out that the Director of Public Instruction has not proposed any provision in the next year's budget for the grant of subsidies to local bodies towards non-recurring expenditure in elementary schools.

9. In this connexion it may be mentioned that if the salaries of teachers in schools under public management are raised, the teaching grants now paid to aided elementary schools will also have to be raised. The Director of Public Instruction has proposed a provision of Rs. 16.09 lakhs in the next year's budget for the latter purpose.

10. The file may be sent u.o. to the Director of Public Instruction for any remarks he may have to make.

N.K.—5-2-21.

C. RAMANUJA ACHARIYAR—5-2-21.

The figures given above involved in the adoption of Mr. Knapp's proposals are sufficiently startling. They become more if the figures given in the resolutions are adopted. And probably they will have perhaps to be enhanced tenfold when compulsory education is to be introduced.

2. Even assuming that the efficiency of education will not be affected by reduction of equipment, there is no provision for the same. The source pointed out is elusive.

3. Though it does not arise in this resolution I wish to reiterate my suggestion for remedying this problem, more with a view to offer some constructive proposal than merely to offer destructive criticism. Not only is the problem of salary stupendous but we shall have to face continuous increases along with those in the increase of food-grains. So probably it will be better to reserve even by acquisition lands to serve as schoolmaster's inams. It is a large proposal and will have to be threshed out elsewhere.

R. RAMACHANDRA RAO—6-2-21.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The Secretariat notes omit one point. The mover proposes to meet a *recurring* liability from *non-recurring* sources, i.e., to break a fundamental rule of sound finance.

R. G. GRIEVE—7-2-21.

Submitted for orders as to circulation. The Hon'ble the Minister may be requested to state as to who will take charge of the resolution, whether any further information is needed and whether the resolution is to be discussed at the Cabinet.

C.R.—9-2-21.

R.R.R.—9-2-21.

I take charge.

A. S[UBBARAYULU]—10-2-21.

Cr 793
Final B 18.2

Resolutions on matters of General Public Interest.

LXXXIV.

SUBJECT.—Nos LXVIII and LXXXI for the meeting of the Legislative Council to be held on the 14 February 1921.

SUBMITTED that two copies of these Resolutions may be forwarded to the Finance Department with reference to Nos. (1) and (4) of the rules regulating Secretariat procedure in dealing with these Resolutions in the Legislative Council. ~~Orders regarding admission will be communicated in due course.~~ The Resolutions have been admitted.

L. D. S.

U.O. No 493-7, dated

2.2.21

To

The Finance Department W O.

Finance Dep. 4

⑨

Please see para: 9 of G.O. 499 Fin: & I. b. 20 in which Govt. agreed to grant to local bodies subsidies to enable them to add an allowance of Rs 4 p.m. to the pay of ^{their} teachers in elementary schools. This grant was non-recurring & was for 1920-21 only. A grant of Rs 8.79 ^{for the purpose} lakh has



already been disbursed - vide 40.

Q 848. Fin: 23.9.20.

2. The resolution concerns L & M dep't mainly & may be transferred to that dep't

C.R.S.

3.2.21.

L. 5/2/21

A

L & M may perhaps like to circulate to C₂ as well as M₂

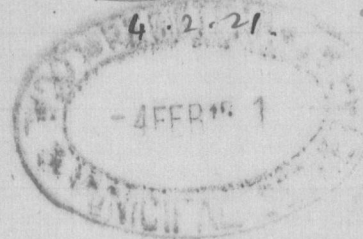
Rth
3/2/21

Copy to Leg. Sec.

L & M

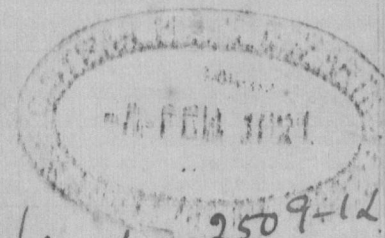
Ind no. 793 B-1

28.



2509

A Copy of this resolution was also received in this department and it was transferred no. to Law (Edn) as the question of enhancement of subsidies was one to be dealt with in that department. Subd. that this file may also be sent to them and they will of course circulate the main file to C₂ as well as M₂ with reference to the order at A above.



Law no. 2509-12

5.2.21.
Encl. no. 534 A

Law 5/2/21

Law (Edn) no. 5/1

239

RESOLUTIONS RE DISTRICT BOARDS TO ELECT THEIR OWN PRESIDENTS AND GOVERNMENT SUBVENTION TO LOCAL BODIES FOR EXPANSION OF ELEMENTARY EDUCATION.

18TH FEBRUARY 1921.] (Mr. Venkatarama Ayyar ;
Mr. Muniswami Nayudu ; Mr. Sivasankaram Pillai.)

last year and when the time comes we will din into the ears of the Hon'ble Minister for Local Self-Government and ask him if we should not better the old conditions for the election of the president. Even if the non-official president will not do his work properly, we have got three-fourths of the Members of the district board elected and if we worry the president, he must, as a matter of course, resign. Why are we afraid of the non-official president? If the Members of a District Board are unanimous and find that their non-official president will not do his work properly, he goes out of his own accord within three years. I therefore think it is unnecessary for us to trouble the House with a resolution which, if passed, cannot be given effect to. We will wait and see."

Mr. B. MUNISWAMI NAYUDU:—"I am sorry I have to oppose the motion. That the present Act received the assent of the Governor-General in Council was communicated to this Council only the other day. I would draw the attention of the Council to one fact, namely, that it is difficult to secure a president always at the headquarters of a district. It was only the other day that a question was put and the answer elicited that out of a number of presidents about five have had to be nominated from Members who are not residents at the district headquarters but who reside elsewhere and won't stay at headquarters; and many of these district board presidents or some of them or most of them are nominated and when this Act comes into force all of them will have to vacate their seats. If this resolution is given effect to, and if to-day a notification be issued that all district board presidents are hereafter to be elected, the difficulty is we shall not be able to find men who are at headquarters or men who are competent."

"The Act provides under the transitory regulations for the ceasing of the membership of all nominated members and the Act also provides for the reconstitution of the district boards by election if necessary. It is only after these district boards are reconstituted and after the personnel of the district boards are ascertained, that the Minister would be in a position to find out whether the principle of election could at any time be applied to any particular district board or not. Is it reasonable to take away a power from the Minister which is vested in him by the Act? The Minister will be in a position to see the trend of opinion then, whether there are fit and proper persons to take up the responsibility in a particular place or not. To ask that these appointments should be thrown open for election is to take away the power and discretion of the Minister. If it is found that a few members should be nominated, nomination may have to be resorted to. In these circumstances, I have to oppose the resolution."

At this point closure was moved and carried.

The original resolution No. 24 was then put to the vote and lost.

25. RESOLUTION RE GOVERNMENT SUBVENTION TO LOCAL BODIES FOR EXPANSION OF ELEMENTARY EDUCATION.

Mr. T. SIVASANKARAM PILLAI:—"I beg to move the resolution which stands in my name and which runs as follows:—

'25. That this Council recommends to the Government that steps may be taken for the enhancement of subsidies paid to the local bodies towards expansion of elementary education so as to enable the said bodies to raise the salaries of the trained elementary school teachers of the higher and lower grades to Rs. 35 and Rs. 30 respectively with effect from 1st April 1921 refusing if necessary the allotment under furniture and school buildings to elementary schools.'

"Mr. President, I hope that every member of this House will agree that the question of elementary education is the most important item in the programme of reconstruction. We will come to know the magnitude of this responsibility when we see from the Act that progress or advance on the road to responsible Government is made to depend among other things, on education. The Joint Committee's report explains what kind of education this is to be. It is mass education. It explains that the education we are expected to give must be such as to go down to the lowest strata of society, meaning the depressed classes and also untouchables. That is only so far as the quantity of education is concerned.

"What is the quality of this education? The quality is that it should make them fit to be free. From this the House will be able to judge what is the degree of responsibility that lies upon us in this matter.

"And now, what is the agency which we employ to carry out this important task? The so-called trained teacher is even, at his best, incompetent. He is ill-equipped. The standard of his education is low. That is the case with respect to the trained teacher, I mean the average

(Mr. Sivasankaram Pillai; Mr. Raja; Mr. Vandanam; [18TH FEBRUARY 1921.
Mr. Devarajulu Nayudu.]

trained teacher that we find in the villages. As regards the untrained teachers who form a large part of these teachers' services, they come from a class of people who seem to believe that, if a man is unfit for anything else, he can become a school master.

"Our first duty is to create inducements to attract a better class of people for this profession. If we want to do that, the first thing is we must improve their prospects and increase their salaries so as to induce a higher class of people to come for these posts of elementary teachers. The average teacher now, including the trained teacher, is paid Rs. 12 plus Rs. 4. The process-server of the civil courts, the railway porter and the police constable are all paid much better than the elementary school teacher, who is in fact, the nation builder of to-day at the base. The teachers are treated much worse than the above-mentioned menials. I need not argue further upon this point. I only invite the attention of this House to the importance of this task. In view of the importance of this subject, I hope that all members will support me in this resolution."

Mr. M. C. RAJA :—"Mr. President, I have great pleasure in seconding this resolution. I know the lot of elementary school teachers in this Presidency more than anybody else in this Council. Their lot is very miserable and very pitiable too. They have hardly enough to live upon in this world and they are actually struggling for existence. Unless they are enabled to take care of their bodies it is not possible for them to do good work in the schools. It is said that the body is the temple of the Holy Ghost and therefore the teacher must first of all take care of his body. Moreover, unless he keeps his body in a sound condition, it is not also possible for him to do good work. At present I am very sorry, Sir, that these elementary school masters are treated not as human beings. We were also for some time in the hands of these elementary school teachers and it is they that laid the educational foundation in us and had it not been for the trouble they took to train us and educate us during our early years, it would not have been possible for us to come here and be the representatives of democracy. Now, Sir, as my hon'ble friend Mr. Sivasankaram Pillai has rightly pointed out, the police constable, the porter in the railway station, the post peon and even the scavenger of the Madras municipality get better wages than these poor educated people who are doing immense work to raise the future citizens of this country. Sir, the other day, I received a copy of the administration report and I see therefrom that the Government have been, year after year, opening a number of schools and we have at present many public institutions. I see that there are 33,378 public schools and 3,435 private aided institutions. I ask you, Sir, is it not a waste of public money to start so many schools, if you do not provide these schools with better staff. I therefore think that these elementary school teachers should be better paid so as to attract better qualified men, and then alone the public money, spent on these schools will have been properly spent. With these remarks, I heartily second the resolution."

Mr. G. VANDANAM :—"Sir, of all the professions in the world, the profession of a teacher is the most noble, although not very well paid. The teacher has this satisfaction, that he is doing some service to the country although he be not well paid. But the elementary school teacher has not even that satisfaction. He has not come up to the level of appreciating his own services to the country in the same way as the teacher of the higher forms has. Therefore an elementary grade teacher has always this feeling that he has some work to do, but generally he does not find outside work to do. Most of us know the lot of elementary school teachers in villages. In many families they go without decent wages. It is because they have no other way of supplementing their income and they are not properly paid. We cannot expect those teachers to stand before their students as models of virtue and as gentlemen whom the pupils should copy. As students get new ideas and new development, the first objects of criticism that come before their eyes are the teachers, and if the teachers cannot show some sort of dignity and some sort of pleasantness in their faces, the pupils will think poorly of their teachers. It is always necessary that the students should look upon their teachers as something more than ordinary people, because it is they that plant the first impressions on the minds of the students."

"Secondly, these teachers, besides educating children in rudimentary principles of education, are doing some political service. Now, the franchise has given power into the hands of a number of people and if you go to the villages, the children imbibe from the village school their first ideas of civic life. Therefore these elementary teachers are educators of political life in villages and therefore more than anybody else and more than any other profession, the profession of the elementary teachers deserves the good-will of this Council. If the Council cannot help to give increments to the salaries in any other department, surely this Council, in duty bound, ought to do something to make happier the lives of these poor teachers who have been building up not only the minds but the real character and the political ideas of the students and the villagers. Therefore I have very great pleasure not only to support this resolution but to urge, as far as it lies in my power, that the Government may be pleased to accept this resolution and give early and speedy relief to these elementary school teachers."

Mr. B. P. DEVARAJULU NAYUDU :—"Mr. President, I have very great pleasure in supporting this resolution. It is a very important subject and it is not likely that every one would be in a position to understand the importance of this except those as are in daily contact with the elementary teachers. As the chairman of a municipality, I have some experience in this matter.

18TH FEBRUARY 1921.] (Mr. Devarajulu Nayudu; Mr. Macphail;
Mr. Seturatnam Ayyar; Mr. Grieve.)

Apart from the question of physical comforts to the teachers concerned, I think the present low pay that is given to them is certainly not sufficient to attract good teachers to the service. As a matter of fact we have teachers ranging from the age of 16. These are said to be trained teachers; but their appearances are so disappointing that there is not the least chance of their inspiring any sort of confidence either in the persons who send their boys to the schools or in the boys themselves. I think, therefore, that better sort of people are necessary for taking charge of this elementary education. Unless the pay of the teachers is sufficiently enhanced, there is absolutely no chance of getting proper and fit persons as elementary school teachers. In view of this difficulty and the importance and the necessity of the subject, I strongly urge and support that this Council will be pleased to recommend that the salaries of these poor officials be increased to Rs. 35 and 30 as mentioned in the resolution."

The Rev. E. M. MACPHAIL :—"I do not wish to oppose this resolution. I entirely sympathize with the attitude taken by the mover and the seconder. But this does not seem to be really the time to discuss it. We cannot discuss it until we know what is going to be the cost. We should like to ask Mr. Sivasankaram Pillai whether he means by his proposal to give grants also to those schools which are aided schools or merely to the elementary schools under board management. As regards the elementary school teachers who are under mission and private management, I want to know whether the proposal is to give them anything. As a member of this House, I want to know how much the whole thing is going to cost. Secondly, while I heartily sympathize with the ideas, I think this subject should rather be brought up in connexion with the budget that we will have shortly before us. That is what I feel in the matter."

Mr. M. R. SETURATNAM AYYAR :—"Mr. President, I heartily support this resolution. This is a question of vital importance especially when education is now a transferred subject. The condition of the poor elementary school teacher is aptly described in a Tamil proverb: *ஊருக்கு இளைத்தவன் பிள்ளையார் கோவில் ஆண்டி, அவனுக்கும் இளைத்தவன் திண்ணைப்பள்ளிக் கூடத்து வாத்தியார்.* Their condition is thus very pitiable. After undergoing training for nearly two years, the teacher is appointed on a salary of only Rs. 12 when an ordinary peon gets the same pay and even more. As the president of a taluk board, I am always pestered with memorials and petitions for increase of pay. I often pity their condition but feel helpless in the matter, as there is not enough money at the disposal of the local boards to meet their just claims. Government was pleased to grant a petty allowance of Rs. 4 a month for about a year but that will be stopped from the next month, and the local boards are then asked to adjust themselves, as, under the new Act, they are given increased powers to levy additional taxation. Additional taxation is not always popular and it is not likely that the local bodies will levy additional taxes immediately. The consequence will be that the elementary school teachers will not get any relief they are urgently in need of. In the interests of education, it is imperatively necessary that the school teacher should be above wants. In that case only, it is possible for him to take a real interest in his work. His energies ought not be directed towards other means of supplementing his poor income to make both ends meet. The teacher should not be made to feel that his profession, though noble, is the sorriest trade. Local boards have numerous demands on their resources. It is not possible to meet the demands from the funds at their command unless supplemented by subsidies from Government. What we want is sound primary education. Money spent on buildings and furniture might be curtailed in favour of getting a body of contented teachers. The old village schools turned out some of our best men. Subsidies from the Government must be enhanced so as to admit local bodies to appoint efficient teachers. Efficient teachers could be secured only when they are paid well. Need I say that the primary duty of the State is to educate its people? In these circumstances, I heartily support the resolution."

Mr. R. G. GRIEVE :—"I just want to answer a question raised by Mr. Macphail as to what these proposals would cost, if we accept this resolution. I understand that the mover desires to limit his resolution to schools under the management of local boards. I am informed that the cost then would be something over forty lakhs. If the resolution was extended to include all classes of elementary schools, the cost would be about a crore and three quarters. Now I do not think any member of this House would dissent from the proposition that it is very desirable and necessary to raise the pay of elementary school teachers. The difficulty that I am in is that the many proposals that I made for additional budget next year are likely necessarily to be curtailed for financial considerations. In voting on this proposition the House has to take practical considerations into account. The mover of the proposition proposed that the cost of his proposal should be met from the building and furniture grant allotted. In the first place the building and furniture grant allotment is a non-recurring allotment. Sometimes the same amount is put in the budget for either both purposes but sometimes no amount is included. It is now proposed to meet a recurring charge from a non-recurring source. In the second place the amount so provided for furniture and buildings is never likely to cover more than a very small proportion of the cost involved in this proposition. It seems to me therefore that, while we are cordially agreed that the pay and prospects of elementary school teachers should be improved, this resolution is not the proper way to do it. Why should we not wait till the budget proposals are before this House? Then this House should see whether anything, and if so, what may be done for them."

(Mr. Appaswami Vandayar; Mr. Ellappa Chettiyar; [18TH FEBRUARY 1921.
Mr. Padsha Sahib; Mr. Srinivasa Ayyangar.]

Rao Bahadur V. APPASWAMI VANDAYAR :—"Mr. President, I sincerely sympathize with this resolution. Before we settle anything in an off-hand way, we can wait till the budget time. I think that is what I have to say."

Rao Sahib S. ELLAPPA CHETTIYAR :—"Mr. President, I heartily support this resolution. As an active worker in the local boards of Salem, I am personally aware of the great hardships to which these school masters are put to on account of the inadequacy of their salary. At present they are paid not more than Rs. 15 or Rs. 16 per mensem. Nobody will think that this pay will be sufficient for a family in these hard days. So I think the increase asked for in the resolution is quite reasonable and I support the resolution."

SAIYID MUHAMMAD PADSHA SAHIB Bahadur :—"Sir, I have great pleasure in associating myself with what all that has been said in support of this resolution. It is a matter of common knowledge that all the elementary schools whether maintained by the local boards or run by private bodies are seriously hampered in the efficient discharge of their work, for want of efficient staff. How is this to be remedied? How is efficiency to be procured unless sufficiency of remuneration is not secured? When we are paying to our teacher much less for his day's work than what we give to a coolie who works for a day's wage in our fields how can we expect in the name of reason any efficient man to take up the work of a teacher in our institutions? The wonder is, Sir, that the present state of things is not much worse than what it was. The wonder is that in spite of the miserable pittance that we have been paying, we are still able to pull on and our institutions are not completely depleted of their staff. It is a matter for extreme regret that the avocation of a teacher, though the noblest of all professions, is the sorriest of all trades. The reason is, Sir, that we all are carried away by the glamour of respect and reverence that a teacher commands, and think that of all the human beings who occupy any position in the world, he is the happiest. But, Sir, for mundane existence, it is not mere respect, mere reverence that would serve. A man wants many things on this earth. Physical needs have got to be satisfied."

"As the honourable mover informed us, the pay of the teacher of an elementary school is Rs. 10 with an allowance of Rs. 2 or Rs. 4. We have got to imagine how this miserable pittance will enable the teacher to make both ends meet. A sum of Rs. 12 or Rs. 14 is hardly sufficient to carry the teacher even through less than half the part of the month. What will he have to do for the rest of the month and what is to become of those who may depend upon him? The result is that the teacher in the elementary schools is half starved and is thoroughly disgusted with his miserable lot both in mind and in body. In spite of it all, this is the preceptor who has got to mould the minds of our youngsters; this is the preceptor who has got to lay in the susceptible mind of the child the foundation on which the superstructure of the character of the child as a responsible citizen, as a worthy member of our Indian nation, has got subsequently to be raised. Therefore, Sir, the teacher though insignificant in himself, is of vast importance to the nation. Even though we may like to treat it with indifference the lot of a teacher on his own account, we should not close our eyes to the fact that the teacher has got a very powerful hand in the building up of our nation. For these reasons, Sir, I believe there is every necessity for us to enhance the pay of the teacher and improve his state even though at the cost of curtailing other expenditure."

MR. S. SRINIVASA AYYANGAR :—"Mr. President, I do not like to say very many words on this subject. This is one of the most pressing problems of this Presidency; I have seen a whole number,—I think over one thousand—of elementary teachers and I have moved with them, practically lived with them for a couple of days quite recently and I know all their grievances and I am quite convinced from an impartial point of view that their grievances are real and are by no means exaggerated. Their feeling is growing stronger and stronger, that they are not treated as well as they deserve to be treated. In that state of things the only solution suggested by sound statesmanship is to take warning betimes and to grapple with the problem so as to arrive at a satisfactory solution of it. Mr. Grieve, I think, said something about finances. That is a matter of detail. The real question is whether this Council is going to advise the Government indefinitely to put off increased payments of the elementary teachers on a more satisfactory basis than it is at present. If that is the position, let us say so at once. I expect that the Hon'ble the Minister of Education will speak upon the subject and I do hope that he will give his most cordial support to this motion. Of course it is for the Government generally, and for the Ministry of Education in particular, to find funds which are necessary for this purpose. I am perfectly certain that they should try their best to improve the lot of these most hard-working people. There might be various ways suggested of finding funds. Without going into details, one way that might be suggested is a drastic policy of retrenchment. I really cannot see why there is no great scope for retrenchment. But however, it is not necessary for me to go into that because it must be investigated at the proper time. In the second place, I suppose, money can be raised in a variety of other ways. Money can be and must be raised: I am not certain that in lieu of or in addition to taxation which the Minister of Education may have to undertake, that there may not be other ways of finding money. I do not see why the country should not be industrially developed so as to produce more wealth. It may be that it may not give you one immediate solution, but I am perfectly certain that in the course of a few years there will be more wealth in the country if you only

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(Mr. S. Srinivasa Ayyangar; the Hon'ble
Mr. Todhunter; Mr. Ramachandra Rao.)

set about it in right earnest. It is not by additional taxation that you may find wealth, but you must be able to find funds in other ways. It is, however, as I said, it is for the Government to make the proposals; on behalf of the elementary teachers I must say that they can only ask that the Government should somehow find funds for their most pressing demand. And as from no side of the house have I heard any dissentient voice I take it that the demand is a just demand and it is most urgent, it can well be unanimously conceded; I cannot understand the Government of Madras, assisted as it is, by the ministry and functioning as it is, under the Reforms Act, will be unable with all their collected ability to find that solution which would produce happiness for the elementary teachers. For these reasons I most cordially support the resolution that has been moved and has found acceptance from so many of my friends in this house."

The Hon'ble Mr. C. G. TODHUNTER :—"Mr. President, the Honourable Member who has just sat down does not see why the Government of Madras cannot find a solution to the financial problem that is now before us. I should like to answer that no Government in the world could stand up to demands such as Honourable Members have been making for the last two or three days. I am perfectly ready to concede the necessity for dealing with this matter. I fully realize the strain on these teachers and I fully realize the political effects of having a discontented staff of teachers. I fully realize that this is one of the services to be recognized as a semi-national service and one to which the Government should contribute; and I think that it has been dealt with in the very able report of the Financial Relations Committee on that basis. My friend opposite suggests that no trouble need have arisen, if we had taken timely steps to deal with the situation. My reply is that that is just what we asked the local bodies to do. So long ago as August last, we gave them a grant to tide them over and warned them that it would not be repeated and that they must make their own arrangements before April. Has any local body done anything with reference to that warning? I do not for a moment wish to oppose the demand for increased payment to the teachers. But what I do wish to oppose is this constant attempt to draw on the treasury as if its resources were inexhaustible."

"We are now in the dawn of democracy and responsible government in this country, and I am sorry to find that in this new dispensation it falls to the lot of the guardian of the treasury not only to lie awake at nights thinking how he is to meet the lurking and insidious stratagems by which the departments seek to get at his money bags, but also to stand on guard by day against daylight dacoity by respectable gentlemen whom as representatives of the tax-payer he ought to be entitled to regard as his supporters. Only two days ago, the Hon'ble Mr. Siva Rao cut off all the increase in land revenue by securing the passing of a resolution suspending settlement operations. The Hon'ble Mr. Ramachandra Rao is now going to bring in a Bill to cut off Excise at its source."

DIWAN BAHADUR M. RAMACHANDRA RAO :—"I should like to rise to a point of order. Not because I resent the statement made by the Hon'ble Mr. Todhunter; but I do not wish that anything that he says to-day in advance of my Bill should prejudice my Bill. I therefore rise to a point of order whether the Hon'ble Mr. Todhunter can refer to a Bill which is not properly before the house."

The Hon'ble Mr. C. G. TODHUNTER :—"Since the Honourable Member presses the point, I will pass on from 'Excise' to Mr. Krishna Rao who called upon me yesterday to stand and deliver a small sum of 61 lakhs for local bodies. Beside this, a demand for one lakh for water-supply in Ganjam seems comparatively trifling, but I can't say the same of the present mover's proposal, whether what he wants is only 45 lakhs for local fund schools or 173 lakhs to deal with all classes of schools."

"As I have said, we are in the dawn of democracy. An Honourable Member representing a taluk board has said on this motion that taxation is a very unpopular thing with such bodies. I hope that as democracy develops that view will disappear. If Honourable Members who are of that way of thinking would study the latest developments of democracy in England, that is, the condition of the taxes, or rather, the rates, in boroughs which are managed by the Labour Party, they would find reason to modify their views in this respect. Take, for instance, the case of the borough of Norwich, where the rates under what is practically Labour Government have risen to 28 shillings in the pound, that is to say, a man paying a rental of Rs. 200 a year for his house would have to pay rates of Rs. 280 a year on the same house. If honourable gentlemen who think that the rates in India are high would compare this with the present conditions under which 1 anna 6 pies in the rupee is practically the maximum, that is to say, the house in question could not be rated above Rs. 18-12-0, they will see what a very long way they have yet to go in the matter of raising the rates in order to catch up the really democratic bodies in England."

"I hope that the time will come before long when we shall see democratic development on these lines in India also, and when local bodies will not be afraid to increase the rates in order to meet the demands on account of semi-national and local services."

"The question here is the old question between the rate-payer and the tax-payer. There are numerous honourable gentlemen in this house whose interest in local bodies tends to make them favour the cause of the former against the latter. I would ask them to remember that they represent the latter also and that the question which is really before the house is whether we are to impose additional taxation of a general nature on the numerous tax-payers or to ask local bodies to use the powers of taxation which they already have in the case of the less numerous but more insistent rate-payers."

(Mr. Shanmukham Pillai; the Hon'ble the President; [18TH FEBRUARY 1921. Mr. Ramachandra Rao; Mr. Narasimha Raju.]

Mr. S. T. SHANMUKHAM PILLAI:—"Elementary education is the foundation of all education. I think it is necessary to place elementary education on a proper basis. No proper man would now accept to take up the profession if he is paid less than Rs. 20. I think, Sir, with your permission, I may move an amendment."

The Hon'ble the PRESIDENT:—"Does the Honourable Member move an amendment?"

Mr. S. T. SHANMUKHAM PILLAI:—"Yes."

The Hon'ble the PRESIDENT:—"The Honourable Member has not given notice of the amendment. I cannot accept the amendment at this stage. The Council will proceed with the discussion of the resolution."

Diwan Bahadur M. RAMACHANDRA RAO:—"Sir, I think the only usefulness of a discussion such as this is that it has put the Finance Member on his defence. I think the Honourable member who has given notice of this resolution has really brought it forward more or less with a view to see that proper budget provision is made for elementary education. A great deal has been said to-day about the continuity of policy. The object of this resolution is to secure a certain amount of continuity of policy in regard with the elementary schoolmasters. The Hon'ble the Finance Member has compared some of my colleagues to daylight dacoits. I quite understand the spirit in which the Honourable Member has drawn this comparison. It is very unfortunate that the comparison should be with a class of disreputable men. But I am at one with him that the general effect of accepting this resolution would be a very serious burden on provincial finances. There is no doubt at all about this fact. In dealing with a question such as this, I must inform the Hon'ble the Finance Member and the Hon'ble the Education Member that local bodies are in very serious straits at present in finding funds for elementary schools. A grant of Rs. 4 for each teacher was made, I believe, for eleven months of the current year and it amounted to about 13 lakhs of rupees."

Mr. C. V. S. NARASIMHA RAJU:—"Is it not 23 lakhs?"

The Hon'ble the PRESIDENT:—"Is the Honourable member rising to a point of order?"

Mr. C. V. S. NARASIMHA RAJU:—"No, I am just asking the Finance Member whether it is 23 lakhs or not."

The Hon'ble the PRESIDENT:—"The Honourable Member is out of order. He has other opportunities of asking the Finance Member for information."

Diwan Bahadur M. RAMACHANDRA RAO:—"Well, Sir, it does not matter whether it is 9 lakhs, 13 lakhs or 23 lakhs. It is a very considerable sum. Now on this question the Government in making this grant sent round a circular that they would not make this grant for the coming financial year. As soon as I received this order, as President of one of the district boards, I communicated it to all the taluk boards and the result is that I have been flooded with numerous communications from each taluk board that they cannot balance their budgets. It seems to me, therefore, that this grant is, at any rate, covered by the provision of the Elementary Education Act which says that Government would continue the existing grants. The same Act says that any help from Provincial funds would be in addition to existing grants. Therefore I submit to this house that the Honourable member who has brought forward this resolution wishes to draw in advance of the Budget the attention of the Hon'ble the Education Minister and the Hon'ble the Finance Member as to the necessity of making ample provision for elementary education. Of course we had many kinds of grants for elementary education, for example, the two lakhs grant which has been put in the budget for a number of years. I am not at all inquiring for information; I do not know whether this is the proper opportunity for it. But undoubtedly some provision, ample in its character, though not exactly in the same manner as has been indicated in this resolution, has to be made, and unless this is done, I share the feeling of many of the Honourable Members here that there should be a very large number of discontented teachers and it would in itself be from a political standpoint a very unfortunate state of things. Therefore I do not think that any useful purpose would be served by dividing this house on this resolution. But at the same time I would impress on the Hon'ble Mr. Todhunter and the Hon'ble Mr. Subbarayulu Reddiyar the necessity of making suitable provision for elementary education. Of course if any statement can be made, it will give us all great satisfaction. But if the Government are not in a position to do so, I suppose it is time enough to make up their minds on the matter. If any statement can be made, it will be quite welcome. If they are not in a position to make any statement on the subject, all that I can say is that every one in this house is anxious that ample provision should be made for elementary education. I do not think, Sir, that it would be right on the part of the Ministry of Education to keep silent in the House without making a statement."

Mr. C. V. S. NARASIMHA RAJU:—"Mr. President, I wish only to add that though the Government gave a warning when giving the grant of 23 lakhs last year that the board schools would not be given further grants, in a subsequent order of the Government under the Elementary Education Act, it was stated that all the grants now being given to local bodies as recurring grants should be continued. As this is a grant of a recurring nature, I hope that the Government will see their way at least to continue the 9 lakhs grant to local bodies. Unless they do this, having once given the grant to local bodies and the local bodies not being in a position to give enhanced salaries from their own resources, there will be greater trouble. Therefore I hope the Government will see their way to give them that much."

18TH FEBRUARY 1921.] (Mr. Patro; Mr. Somasundaram Pillai.)

Rao Bahadur A. P. PATRO:—"Sir, I have but one remark to make that we should place our demands before the Finance Member in order to enable us to understand how far it would meet the demands of elementary education in our districts. Mr. Ramachandra Rao, therefore, has rightly asked either that a statement should be made or that some indication should be given of what we may expect in the budget with regard to elementary education. I would only submit to the House that the position of elementary teacher in the rural areas is very important. When he is discontented, it should be understood that the whole rural population will be discontented. He is the interpreter of the ways of the Government to the rural population. The village teacher, the village schoolmaster, reads out the newspapers to them and tells what the Government says or what the Government Member does. He also interprets to them the ideas of social and sanitary principles. When a schoolmaster like that who is the centre of influence in rural areas is discontented, it is a very great matter to consider in the interests of the administration of the district and of the country. Therefore it is urgent that some provision should be made in order that the discontentment may be alleviated. The whole question as has been put to you is where to find funds. In the Elementary Education Act the burden is thrown upon the taluk boards and the local area to find funds for the development of elementary education. It may also be rightly said that the development of elementary education is a charge on the local rates and is not a charge on the provincial taxes. I agree with that contention. It is also pointed out that the Financial Relations Committee have recommended that the elementary education fund should be met out of the rates and that no surcharge should be made or local funds should be supplemented from the subsidies of the Government. Nevertheless, in rural areas our funds are not sufficient to meet the requirements of elementary education. We are also told by the Finance Member that with so much strain on provincial finance it would be impossible to adjust the demands made upon him. But nevertheless it is possible to find as it was found last year to make a grant, a provision for these elementary schools and elementary teachers so that the great demand from these teachers may be satisfied and contentment may prevail and the administration may be properly interpreted to the people. If such a thing is not done, I am sure that what is going on in rural areas will be more intensely developed and the discontent will be so serious that it may not be possible for responsible persons to meet the position in rural areas. I know personally in some areas that the schoolmasters have been exercising such a sinister influence on account of their discontentment on the rural population, and it is only possible to meet that grave situation by means of an assurance that their desire will be satisfied as far as possible and to a legitimate extent their needs will be supplied. Otherwise I am sure from what little I have seen in two districts it may not be possible to effect any amount of conciliation or any amount of satisfaction among the rural population. Remember that the elementary schoolmaster is the centre of influence in rural areas. It is he that interprets the ideas of Government to the rural people. We do not know always what is happening in the villages. We are not in constant touch with the rural areas. It is the schoolmaster who is in constant touch with them and whatever he says is gospel truth to the ryot, the villager; he does not question him, he does not ask him whether it is true or not, but takes the whole thing as true and accepts the statement. Therefore, whenever the village teacher is discontented, whenever his position is not properly recognized, remember that the schoolmaster has every opportunity of misrepresenting to the people the administration and its aims and thereby propagate the dissatisfaction among the rural population and in the taluks, if not in the districts. It should be remembered by Government that this is an urgent need and unless this is satisfied discontentment will grow day after day, and it will be difficult to cope with the situation arising in rural areas."

Mr. N. A. V. SOMASUNDARAM PILLAI:—"Sir, this resolution consists of three parts. The first part is the enhancement of subsidies paid to local bodies towards the expansion of elementary education; the second part is the enhancement of the pay of trained elementary school teachers of the higher and lower grades to Rs. 35 and Rs. 30, respectively, and the third part is to reduce if necessary the allotment under furniture and school buildings to elementary schools."

"So far as the first part is concerned, that is a thing which will meet with the approval of all the members of this Council. There is no question that elementary education is one of the subjects which ought to receive the anxious consideration of this House and something must be done to satisfy the wants of the teachers and the enhancement of subsidies is one of the several ways."

"There can be no doubt with regard to that. As to whether local bodies will make a proper use of the subsidies granted to them, that is a matter for the Government. We can easily find out whether it has been properly used or not. In case it has not been properly used, the Local Government may compel the local body to make a proper use of these subsidies."

"With regard to the second part, that is, the question of raising the pay of the higher and lower grades to Rs. 35 and Rs. 30 respectively, that is a matter on which some more consideration ought to be bestowed. No doubt, the pay of the elementary school teachers is not satisfactory. Of course, whether it is possible to raise the amount to Rs. 35 and Rs. 30 depends upon a consideration of a number of other circumstances. We ought to see what exactly is the state of funds at our disposal and what are the several demands that we have to meet. It is only on a consideration of all these things that we shall be in a position to consider whether Rs. 35 or Rs. 30 will be the proper amount. So far as I am concerned, I think that Rs. 35 and Rs. 30 are rather too much to be thought of at this juncture. About Rs. 25 or Rs. 20 may be a reasonable amount. At the same time I am not able to agree with the Hon'ble Mr. Patro,

246 RESOLUTIONS RE GOVERNMENT SUBVENTION TO LOCAL BODIES FOR EXPANSION OF ELEMENTARY EDUCATION AND HALF FEES FOR MUHAMMADAN STUDENTS IN PRIVATE-AIDED SCHOOLS AND COLLEGES.

(Mr. Somasundaram Pillai; the Hon'ble Mr. Venkata Reddi Nayudu; the Hon'ble Mr. Subbarayalu Reddiyar; Mr. Sivasankaram Pillai; the Hon'ble the President; Mr. Muhammad Usman.) [18TH FEBRUARY 1921.]

when he says that because these elementary school teachers use all their influence to spoil the minds of the villagers, their pay should be increased. It is not part of the business of the elementary school teachers to read papers to the villagers or to school boys and if any such teacher misbehaves in this respect, he should rather be dismissed than have his pay raised to Rs. 35 or Rs. 30. In fact, to do otherwise would be to hold out a premium to all elementary teachers to claim more and more. At the same time, this is not the proper time to consider the question to what extent the pay of teachers should be increased and what amount of enhancement should be made. Therefore, these matters can be considered at the time of the budget and after seeing the several amounts that we will have at our disposal. No doubt as matters now stand it may not be possible to give a sufficient amount towards the spread of elementary education from the available funds. We may be obliged to raise an education tax for this purpose. These are all matters to be considered later on, so that, as regards the second part, I am not able to agree and with regard to the third part of the question that the allotment under furniture and school buildings to elementary schools should be reduced, there also I submit I am not able to agree. I think there ought to be proper school buildings, there ought to be proper furniture; without proper building and without proper furniture no education will be complete. The furniture and school building tend to improve the minds of the students and not merely of the teacher himself. Therefore in no circumstances should the allotment that we can possibly give under furniture and school buildings be cut short, simply with a view to raise the pay of the teacher.

"Therefore on the whole as the resolution now stands I am constrained to oppose it, though I may agree with some parts of it. As the resolution now stands without any amendment it is not possible for me to vote for it."

The Hon'ble Rai Bahadur K. VENKATA REDDI NAYUDU:—"Mr. President, I simply rise to ask whether, after all this has been said, it would not be possible for my friend to withdraw this resolution at this stage with a view, if necessary, to bring it after the budget is presented."

The Hon'ble Diwan Bahadur A. SUBBARAYALU REDDIYAR:—"I need hardly say that I am in as much sympathy with the elementary teachers and with the mover as I can possibly be, as I can be expected to be. My friend Mr. Ramachandra Rao, has asked me for a statement, I must frankly confess that I am not in a position to make a hopeful statement, but I would ask him to wait till the budget stage or till the report is forthcoming from the salaries committee appointed yesterday and then make up my mind to say what could be done for the elementary school teachers."

Mr. T. SIVASANKARAM PILLAI:—"In view of what has been stated by the Minister for Education, I should like to withdraw the resolution with liberty to bring it."

The Hon'ble the PRESIDENT:—"There is no such thing as a conditional withdrawal provided in the Standing Orders. Therefore the Honourable Member must either withdraw the resolution or let it go to a division and if the Honourable Member wants to withdraw it, it is my duty to take the view of the Council."

Mr. T. SIVASANKARAM PILLAI:—"I will now apply for leave to withdraw."

The Hon'ble the PRESIDENT:—"I will now put it to the Council. Is it the wish of the Council that the Honourable Member should be given leave to withdraw his resolution?"

Leave having been given by the Council, the resolution was withdrawn accordingly.

The Hon'ble the PRESIDENT:—"I would mention to Honourable Members, if I may, that in view of the condition of the work before the Council, I would ask if Honourable Members would support me in the proposal not to adjourn for lunch to-day but to do what we did the day before yesterday: that is, resort to the lunch room and the restaurant by batches. I would only ask them to do me the favour of leaving a sufficient number behind so that we may have a quorum. I hope I am not taxing the Honourable Members unduly. I am doing it in their own best interests."

RESOLUTION RE HALF FEES FOR MUHAMMADAN STUDENTS IN PRIVATE-AIDED SCHOOLS AND COLLEGES.

Khan Bahadur MUHAMMAD USMAN SAHIB Bahadur:—"Sir, I beg to move the following resolution:—

'26. That this Council recommends to the Government to take early steps for enabling Muhammadan pupils and students to study in all private aided schools and in all colleges on half fee as is the case in all Government schools, the Government undertaking to make good the loss which the management in the case of private aided schools and colleges would sustain on account of this concession.'

Law (ET) Dept

The resolution page 1 *supra* was, after discussion, withdrawn. No action is necessary on this file & the papers may be

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