

Law (Education) (1925) Department.

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G.O. No. 833

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[Despatch Abstract.]

Legislative Council meeting - March 1925
University - motion for reduction of
grants policy in regard to
grants - Note, recorded.

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Law(Education)Department

At the time of the introduction of the Madras University Bill, the Hon'ble the Minister stated that it was found desirable that "a new synthesis has to be found between the University and its colleges wherein the university will not be something outside of and apart from the colleges as it is now, but the colleges will be in the fullest sense members of and partners of the University, a system wherein the University will be really responsible for the character of the teaching given in its name and will realise that it is the training given to the students which is of primary importance and that the examinations which test this training are of

p. 4 of Council Proceedings ② removed

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"subsidiary importance, a system wherein the colleges, while stronger and freer than they now are and able to command more fully than ever the loyalty of the students, will neither be tempted to rival the University nor claim independence of it, nor have any reason to feel ^{any} jealousy of it or regard it as a competitor." The whole policy underlying the Bill was stated to be to make a beginning of a co-operative teaching university where there were facilities for such purpose and to concentrate the energies in the mufassal in such a way as to develop suitable centres for the formation of ^{our} Universities.

The Hon. ^{able} the Minister also laid emphasis on the residential character of the University.

With regard to the financial provision of the Bill, he remarked that the funds contributed to the University were placed on a statutory basis and that an obligation was created for subsidising university expansion.

As regards the control of Govt ^{ernment} over University affairs, it was stated in the 'Statement of Objects and Reasons' that, except to a very limited extent, in financial matters, the Govt. would divest themselves of control and make the Senate an autonomous body as far as possible.

2. In the course of the discussions on the amendments ^{to the Bill}, several members expressed the fear that the mufassal colleges would be prejudicially affected by the passing of the Bill. Certain amendments to the Bill moved by non-official members and intended to safeguard the interests of the ^{mufassal} colleges were accepted by the Govt. ^{ernment}. In moving that the Bill be passed into law, the Hon. ^{able} the Minister stated that he had sincerely

p. 6 of Proceedings
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p. 8 of (2)
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cf Sec. 44 of the
Madras University
Act, 1923 (Amend)

(Q)
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cf Suran Bahadur
Kankaranath
Raymond's speech
at pp 16-18 of X

p. 36 of (X)
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p. 171 of do

Mr. Satyanarayan wishes
to discuss this gn.

p. 20 of
Fr no 620
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(C)
p. 22 ibid

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endeavoured to allay the fears entertained by the ^{mufassal} colleges and that the Bill, as amended, gave them every guarantee that they were not placed in a disadvantageous position.

3. In regard to the question of grants to the University, ^{Sec.} 44 of the Act provides that

"The University shall have a fund to which shall be credited

" (1) its income from fees, endowments and grants, if any; and

" (2) any contribution by the Local Government.

" The Local Govt. ^{ernment} shall contribute annually towards the said fund

" (a) a sum equal to the amount of contribution

" by the Local Govt. ^{ernment} in the financial year prior

" to the coming into force of this Act towards

" the recurring expenditure of the University,

" and

" (b) a sum on such conditions as the Local

" Govt. ^{ernment} may impose towards the salary, if any, of

" the Vice-Chancellor, the development of labora-

" tory, library, museums and workshops and the

" salaries of such teachers of the University

" University as are appointed for higher research

" and advancement and dissemination of knowledge

" in particular branches of learning."

4. The members may perhaps suggest that block

grants should be given to the University for

approved objects and that the discretion of the

University in regard to the utilisation of

the grants should be unfettered. The same sug-

gestion was made by the Vice-Chancellor

of the University of Madras in July 1923. He

then stated that while, on the one hand, it

was unquestionably right that the Govt. ^{ernment} should

be satisfied that public money provided for the University was being properly spent, it was, on the other hand, very desirable that the autonomy of the University should be recognised and safeguarded as far as possible.

This Department suggested that lump grants should be given to the University under certain specified heads and that the savings out of the grants should accrue to the benefit of the University. The Finance Dept. ^{did not}, however, agree to this proposal. Sir Charles Todhunter, the then Finance Member, remarked that there was no precedent that he was aware of for giving indefinite grants which might be spent ~~or~~ not at the option of the grantee with permission to build up a large endowment fund out of savings which could be drawn ~~on~~ afterwards for purposes quite foreign to that for which the money might originally have been ~~sanctioned~~ granted.

The question was thoroughly discussed and the conclusion arrived at was that the grants under ~~Sec.~~ 44(2)(a) of the Act should be treated as a non-voted item and that no condition should be imposed in regard to its expenditure. While, as regards grants under ~~Sec.~~ 44(2)(^b), the Govt. ^{might} attach any conditions they liked. The Hon. ^{the} Law Member, in elucidating the legal position, observed that, in order to carry out the spirit of the Act, the conditions imposed on the University should be those applicable not to a dept. of Govt. but to a society or corporation receiving aid from Govt.

The following rules were framed in order to regulate the grants payable to the University:-

2. Under section 44 (2) (a) of the Madras University Act, 1923, the Government will contribute annually to the University fund a sum of Rs. 85,500. The grant will appear in the Provincial Budget Estimates as a "non-voted" item of expenditure and will be placed at the disposal of the University annually on its application.

3. Under section 44 (2) (b) of the same Act, the Government will contribute a further sum on such condition as the Government may impose towards the salary of the Vice-Chancellor, the development of laboratory, library, museums and workshops and the salaries of teachers appointed for higher research and advancement and dissemination of knowledge in particular branches of learning. With a view to enable the Government to fix this amount, the University will forward to Government by the first of November of each year an estimate of its requirements for the next official year and the amount of grant required. The estimate will be accompanied by a statement of the receipts and expenditure of the previous year and the anticipated receipts and expenditure of the current year. The requirements of the following year will be given in two parts—the first part relating to schemes for which the Government have already made a grant and the second to schemes of new expenditure for which the University requires grants for the first time. The amount of grant ultimately decided on will be entered in the budget estimates as a lump allotment and will be subject to the vote of the Legislative Council.

4. As soon as the grant under section 44 (2) (b) is voted by the Legislative Council, the amount voted will be intimated to the University with a statement of the objects on which it should be utilized. The grant towards recurring expenditure will be disbursed in quarterly instalments in the beginning of each quarter in advance on application. Any balance remaining unspent out of the grant ~~paid~~ in the previous year will not lapse but will be taken in abatement of the grant due for the quarter succeeding that in which the savings come to the notice of Government. Grants towards non-recurring expenditure will be disbursed on the application of the University accompanied by a certificate that the work for which the grant is required has been commenced and that the grant applied for will be spent during the year.

The Budget Estimate which the University is required to forward to Government is intended for the information of the Finance Department and not for criticism of the use which the University proposes to make of funds to be allotted or the objects on which the money is to be spent. The autonomous character of the University is not, therefore, impaired.

Mr 59-60 of
Govt 620 (C)
16.4.24

p. 74 of do

* The Govt have no power to
impose conditions - Adv. Secy
opinion on p. 38 of (C)

p. 135 of (C)
myl remnd.

rule 3 above

Finance Secretary's
note on p. 63 of
Govt 620 (C)
16.4.24
myl remnd

Govt 620 (C)
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5. ^{Sir K. Venkataraddi Nayudu} The member may also want a declaration of policy as to the formation of new Universities.

Sec 2(m) of the Madras University Act defines a University centre as a "local area outside the limits of the University, recognised by the Local Government on the recommendations of the University as containing one or more colleges competent to engage in higher teaching and research work and to promote University life in a manner calculated to prepare for the institution of a new University".

Section 16(12) and 27(f) of the Act provide for the University considering the question of the formation of new Universities.

Section 53 lays down that

"The Senate shall at the end of every five years from the passing of this Act submit a report to the Local Govt on the condition of affiliated colleges and on the desirability or otherwise of establishing other Universities outside the limits of the University." ^{It is also provided that} The Local Govt shall lay the report before the Legislative Council and shall take such action on it as it deems fit.

Though ~~the~~ the Local Govts are not precluded from establishing new Universities within the five-year period, the ~~normal~~ normal procedure under the Act is for the Senate to take the initiative in the matter.

It may be mentioned in this connection that in August 1924 a resolution was passed at a meeting of the Council of Affiliated colleges appointing three committees, one for each of the Tamil, Telugu and Malayalam areas, to consider what action, if any, should be taken with a view to the recognition of University centres to prepare for the institution of new Universities in the different language areas.

At a meeting of the committee for the Malayalam language area, held on the 15th Nov. 1924, a resolution

in the following terms was passed:-

"That the Committee ask the Govt. of Madras, Travancore and Cochin, being the chief management in the area concerned, whether it would be possible for them to appoint representatives to a committee to consider the possibility of starting a United Kerala University".

The Vice-Chancellor of the Madras University asked ~~this~~ ^{the} Govt. whether they would be willing to appoint representatives to be members of a joint committee along with the representatives of the Govt. of Travancore and Cochin to consider the establishment of a University for the whole of the Malayalam speaking area. The Govt. ^{replied} that they did not propose to send a representative but, that if the D.P.I who was a member of the Senate and ^{the} Syndicate was elected to be on the committee, ^{the Government} Govt. had no objection to his serving on the committee as a member of the University but not as a representative of Govt. The Hon. the Minister then observed that it was too soon to say anything before the committee made an investigation as to University centres.

6. The need for the establishment of an Andhra University has for a long time been urged on the attention of the Government. The Government have got a Bill ready and it has been referred to the University for remarks. Provision has been made in the Budget Estimate for 1925-26 for the appointment of Special Officer to push through the scheme. The Government are thus taking every possible step to bring the new University into existence as early as possible.



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Motion No. 92.

* Mr. S. SATYAMURTI:—"Sir, I move

'to reduce the allotment of Rs. 67,300 for grants to universities by Rs. 100.'

"I am very glad that on the last day of the budget demands, I have the good fortune of moving this motion. I had considerable misgivings as to whether we shall reach this at all. Sir, there are many spending departments of this Government but very few of them have representatives in this House. There are many anomalies in this Legislative Council. But I hope that as long as this legislature functions on behalf of the Madras Presidency, there will be always room for me or those who have the privilege to represent the University after me in this Council. I now speak specifically as the member for the University. I feel, Sir, that we have a very great grievance against the step-motherly treatment which the hon. the Minister has been giving to his own child. I do not suggest that he is altogether to blame. I hold the Vice-Chancellor responsible for the fact that the University has not been functioning properly—I want to speak with all respect to the Vice-Chancellor, because he was my teacher. But thanks to the fact that he has been long, too long in service, thanks to the fact that the Act has created so many bodies that in order to bring them into existence we have to devote three years, and thanks also to the fact that once these bodies are created their functions so greatly overlap that it is yet difficult to see the wood for the trees, thanks to all these circumstances, the University is yet in the process of being created. But one thing has emerged, and that has found expression in the Senate itself. My Friend is always fond of disowning his responsibility and doing that in a clever way saying 'I have not created the difficulties: not at all; it is for them to take the initiative'. He will sit with folded hands even though the child burns its fingers. (The hon. Sir A. P. Patro: 'Never.') I am glad I shall say, even though the child is starved (The hon. Sir A. P. Patro: 'Never'). I am glad. But, Sir, the position is this: The University at its last meeting of the Senate on the motion of my hon. Friend who sits in the Sub-treasury Bench—Dr. Mathai—adopted unanimously a resolution recommending to the Syndicate to appoint a committee to look into the financial resources of the University and to suggest ways and means for making it function properly and efficiently. I am sure there is no one in this House, there is no one in the Senate, who does not agree with me when I say that this University cannot function unless more funds are placed at its disposal. I quite agree, Mr. President, that this University cannot really depend on the Government for all its funds. If our University is ever to take its place alongside the great Universities of the civilized world in being a centre of real education and culture, the University will have to depend more and more upon the public generosity of the philanthropic citizens of our Presidency. But, Sir, that consummation cannot be reached—I do not know who will take the initiative—unless the Minister or the future Vice-Chancellor or the future Syndicate develops a sense of responsibility and is willing to take a bold step—I shall use the phrase though it gives annoyance to the Minister—unless somebody takes the initiative and gives a national orientation to the University.

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3-30 p.m. “Now, Sir, if that is so and if our University begins to function as a real life-centre of national life and ceases to be a kind of parasite trying to give foreign culture through the medium of a foreign tongue, serving as no connecting link between the unfortunate masses and the new caste, the educated classes, unless this transformation takes place, this appeal to philanthropy would be absolutely futile. But that is neither here nor there. I am to-day trying to persuade this House to agree with me in voting for this motion that the Government have not been treating the Madras University fairly. I am not to-day discussing the question of grants, although even there I find the Government of Madras are not granting as much as they can or ought to. Looking at page 192 of the Budget Estimates, it will be seen that while in 1923-24 the provision for grants to Universities was Rs. 1,17,567, this year the provision is Rs. 85,500 under non-voted and Rs. 67,300 under voted. I agree the Rs. 25,000 more are provided roughly. But, Sir, I must say and even the hon. the Minister will grant, that considering the enormous expenditure by way of travelling allowances which the numerous bodies, created under the Act, entail upon our University, this sum of Rs. 35,000 is a bagatelle, a mere drop in the ocean. The University has got to meet the travelling allowances of the 300 members of the Senate, the Syndicate, the Academic Councils, the Council of affiliated colleges and so on when they attend the meetings of the Senate, Syndicate, etc. and the University has now passed a resolution which I commend to my hon. Friends here that a single second-class fare should be paid to the members. Therefore even this extra sum of Rs. 35,000 will not meet the travelling charges of the two statutory meetings of the Senate and the three meetings of the Academic Council. The very creatures of the Statute will swallow this extra sum of Rs. 35,000 and more, by way of the very limited travelling allowance for their actual meetings. Now, Sir, when the Act was passed by this House the House committed itself to this provision. I am reading section 44 of the Act :

‘The University shall have a fund to which shall be credited—

- (1) its income from fees, endowments and grants, if any ; and
- (2) any contribution by the Local Government.

The Local Government shall contribute annually towards the said fund—

(a) a sum equal to the amount of contribution by the Local Government in the financial year prior to the coming into force of this Act towards the recurring expenditure of the University’ ;

“I should like to have some enlightenment as to how that Rs. 1,17,567 which was the grant in 1923-24 has dwindled into 67,300 in this year’s budget. Sub-section (b) of 44 (2) runs :

‘(b) a sum on such conditions as the Local Government may impose towards the salary, if any, of the Vice-Chancellor, the development of laboratory, library, museums and workshops and the salaries of such teachers of the University as are appointed for higher research and advancement and dissemination of knowledge in particular branches of learning.’

“No doubt, Sir, the Government took care to add the words

‘on such conditions as the Local Government may impose . . .’

“I quite agree. But they definitely committed themselves to make

‘grants for the development of laboratory, library, museums and workshops and the salaries of such teachers of the University as are appointed for higher research and advancement and dissemination of knowledge in particular branches of learning.’

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"I want to put it to the hon. Minister for Education that if really he contemplates a teaching university, he ought not to be satisfied with one half-time professor of Indian Economics and one professor of Indian History, which is practically the present professorial staff. I do not think we can really call the Madras University a teaching University, unless we have very many more professors and teachers who would be able to make it a real life centre of higher learning.

"Sir, apart from the largeness or smallness of the amount, there is one principle which the hon. the Minister willingly or unwillingly has been compelled to apply to the grants to the University. That is the principle which I will sum up in one word 'lapse'. They make grants every year, and if the grants are not spent in that year they resume the grants. Now, I do not think that is a principle on which any university or any learned or scientific body can be really asked to function. They have now made certain rules. In answer to a question of mine in the matter reported at pages 79 and 80 of the proceedings dated 18th August 1924, the Government placed their Government Order on the table of the House in the course of which they say that they will give Rs. 85,500 annually as non-voted. But as regards the second clause of 44 (2) they say:

'The grant towards recurring expenditure will be disbursed in quarterly instalments in the beginning of each quarter in advance on application. Any balance remaining unspent out of the grant paid in the previous year will not lapse but will be taken in abatement of the grant due for the quarter succeeding that in which the savings come to the notice of Government.'

"As far as I can understand English this is not very clear. It seems to me that the principle of lapse will not apply, only to the case of grants actually paid in the previous year. If they are not paid, they lapse. If this is a fact they will not lapse, even if they are not paid provided they are spent within the first quarter of the previous year and provided also I take it that they can be spent within that quarter. Therefore it comes to this that the whole principle of lapse still applies excepting in the case of small amounts which may have been paid in the previous year or may be required in the next quarter. Now, it seems to me that the principle is wholly unworkable in the case of learned societies like the University. Sir, on this matter I want to cite in my support the very high authority of the President of the Asiatic Society of Bengal. When speaking on this matter of grants which are resumed by the Government after a period if they are not spent in the meantime, he said this:

'Under a bureaucratic Government—and there is no form of Government so bureaucratic as democracy—the danger of officialdom is always with us. It is particularly great in a society subsidized by Government.'

"He adds:

'I know of nothing more liable to cause their waste than the system of resuming all grants made for science or literature at the end of each financial year—as if it were possible to spend the allotted amount for universal subjects honestly within a time-limit so brief as a year?'

I am not an expert in academic matters. But I would ask my hon. Friend Dr. Mathai and Mr. S. Arpudaswami Udayar if he can speak of his convictions of his pre-official days, whether it is possible for any college or literary society to spend a grant within a year, and whether it is right to tell them that unless you spend it within a definite period the money will lapse. I do not think, Sir, that can work or will work. Sir, I may here refer to the very high authority of the Inter-Universities Conference which is to-day meeting

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at Bombay to which the Madras University has sent its representative. In their Conference in May last the following recommendation was moved by our own Vice-Chancellor and unanimously accepted by the Conference :

‘ That it be a recommendation to the local Governments that grants made to the universities be ordinary block grants and that the universities bureau, when established, be requested to consider the question of the financial relations of the universities with the local Governments.’

It seems to me, therefore, that expert opinion is strongly in my favour that these grants ought to be block grants. The opinion based on our own experience in the working of the Act also confirms us in this view. The University is in want of funds. Therefore I suggest that the hon. the Minister will be consulting the future of the University and, may I add, the future of his own Act, if he uses his position as the responsible Minister of the Government to see to it that these grants are block grants and that no rules are allowed to stand between them and the University. If there are rules which really prevent this being done, it is time to mend them. These rules can be only of two kinds, either made by the local Government or made by the Government of India. If these are rules made by the local Government the hon. Minister can and must mend them, but if they are rules made by the Government of India it is up to him to move that Government, and if that Government stands in the way of his doing so, this House would vote for it and strengthen his hands and get them mended so that the rational system of block grants may be introduced subject, of course, always to the check of public audit ; and the University may function properly and efficiently in the years to come.”

Dr. JOHN MATHAI :—“ Mr. President, as one who is very intimately associated with the University I cannot let this occasion pass without saying a word about the very important issue which has been raised. I want to make a very strong appeal in common with my hon. Friend, the Member for the University, that this House should make a generous response to any appeal which may be made by the University of Madras with its enlarged functions under the new Act for financial support. I need not remind this House that in the very exceptional times through which we are passing now in this country, a University in the real sense of the word, that is to say, a University which really stimulates judgment, is a body which is building up the life of the nation. Therefore, it seems to me absolutely unnecessary for me to make any special case for the University on this ground.

“ My hon. Friend, the Member for the University, referred to that very difficult question of the evils of the budgetary system under which we are working at the present time both in the Provincial Governments and in the Central Government and we in the University have had to suffer to some extent from the inevitable evils of the system under which grants voted by the legislature lapse at the end of the financial year. Now I want to say this on this question, that the University and practically all forms of higher educational work, from this point of view, stand precisely on the same footing as every kind of developmental work which the Government undertake. Now, in the Central Government they had to find a solution for the question of the Railway Finance. Indeed when you begin to look at it closely, I think you will find that the question of railway finance from a certain point of view is precisely on the same footing as the question of University finance. That is to say, you have got to make grants long ahead. You have got to

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watch things from a distance. So, unless you are in a position to count upon a certain sure supply of funds it will be very difficult for you indeed to do justice to the developmental work of Government, and I think the University is a very essential part of the developmental work of a nation. If we are going to find a satisfactory solution for this we will have to take a very comprehensive view of the whole financial system of the country. I do not altogether agree with my hon. Friend that the question is one which we can settle here and now. It is really a very big issue and an exceedingly delicate issue. But I am entirely at one with him in saying that under the system on which we are at present working the University which is an agency for national development is bound to suffer.

“Just one more thing I want to say. I am going back to the point with which I started that the University is badly in need of funds, that unless funds are supplied in abundance the University would not be able to justify its existence in the country. Now, I have had some experience of the machinery of the administration of the University both under the present Act and in the days before the Act; and there are various differences between those old days and now. There is one difference to which I want to invite the pointed attention of the House, and it is this. In the bodies that have been created under the new Act, you find that there is representation of the younger generation of the country. You find their enthusiasm for University reform which I did not find in the bodies and in the Syndicate of the old University. You are finding in all the bodies where the younger and the elder men join together, the younger generations are able now to make their voices heard in the councils of the University. You are finding a genuine enthusiasm and a genuine impulse towards the creation of new lines of University reform. What I want to say is this: If we are going to allow this new-born enthusiasm to run to waste, we shall be demoralizing the whole tone and life of the University. It seems to me that if we are not able to meet this enthusiasm with, not merely, sufficient but continuous supply of financial resources, we shall be creating a bad tradition for the University.”

MR. C. RAMALINGA REDDI:—“May I ask whether there has been any instance in which the Government refused to offer money to any developmental scheme required by the University?”

DR. JOHN MATHAI:—“I absolutely make no suggestion like that. I was referring only to the appeal which has been made on the floor of the House that the University is in need of funds and it is necessary that the University should be supplied with funds if the University is to justify its existence. I do not know whether the University has actually made an appeal for funds. I am not accusing anybody. My business in this matter is not to make an accusation. I want the House to be particularly sympathetic in any appeal that may be made by the University. We will not be able to make the new University of Madras what it ought to be, viz., a true embodiment of the best aspirations of the younger generation and educated peoples of the country.”

MR. C. RAMALINGA REDDI:—“I fail to understand what exactly is the point which my hon. Friends are trying to lay stress upon, on this occasion.”

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Mr. S. SATYAMURTI:—"In order to enlighten our soporific friend, may I tell him the point raised is that once the vote of this House is given to a particular grant to the University, it ought to be a continuous grant; and it should not lapse at the end of the financial year? We want a system of block grants so that the University may spend them as and when they choose."

Mr. C. RAMALINGA REDDI:—"I am thankful to my hon. Friend. I have been following his arguments because when he speaks nobody can sleep. Two points were urged. One was that the Government and the House should take a sympathetic attitude towards any demand made by the University for effecting development. So far as I have been able to see, as regards funds, I do not think the Government have in any case refused any grants that were asked for by the University in order to carry out any special scheme they had prepared. Two years ago a sum of Rs. 3 lakhs was provided in our budget and some of us then foresaw that it could not be utilized by the University because it was not prepared with any scheme of reform or of development. Since then, the University has been busy with what may be called the formal side of its activities in bringing various bodies into existence and has not had time to deal with what may be called the substantial work which, it is expected, it will soon undertake. With reference to this, the only demand that has been made is in the matter of travelling allowances which I understand the Government have refused. I am not justifying the attitude of the Government; but I may say the matter of travelling allowance is, in my opinion, not quite important as educational or other developments which may be undertaken."

"The second point that was urged was about this doctrine of lapse. The University should be able to use the funds whenever it likes: I speak subject to correction; but I do not think that you can do away with that principle of lapse with reference to special grants which are given to the University for specific purposes. I can understand my hon. Friend asking the Government to give a much larger sum than Rs. 85,000 as a fund for the University to be spent at its discretion. Two years ago, I did my best to induce the hon. the Minister for Education to increase that sum. But if grants are to be given for specific purposes, I do not see how they can be repeated. I do not see how a grant can be repeated if it is not utilized for the purpose; or if the particular scheme for which it was given is not carried out. To put up a concrete example: Rs. 12,000 is given for a new Chair in some subject, say, Sociology, and the professorship is not instituted. I can understand my hon. Friend saying repeat the grant for the next year because during the next year we may be able to establish the professorship; but I fail to understand what exactly is the point that is gained by saying that Rs. 12,000 has been endowed this year; if it has not been spent, do not treat it as lapse. Is that Rs. 12,000 to be given and another Rs. 12,000 to be voted for the next year so that the original Rs. 12,000 becomes a kind of reward for not instituting the professorship? At the most, it can be asked that the grant be repeated and the situation has not arisen in which we can accuse the Government of not carrying out this elementary duty on their part."

"Then the third point is this: I entirely agree that a good many of the developments will depend on the funds that the Government will be able to provide. I may say that there are educational developments which may be

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effected without any increase in the monetary obligations of the university, and though I may sympathize with the general feeling voiced forth by my hon. Friend the Member for the University and the hon. Member Dr. Mathai, I would request my hon. Friends and the University to take up seriously this question of further developments in the various directions aimed at and intended by the Act, confront the Government with actual schemes the cost of which will be specifically worked out and try to see what educational reforms they can introduce within the limits of the present Act and which would not, for their carrying out, require additional sums of money."

* The hon. Rao Bahadur Sir A. P. PATRO:—"My hon. Friend from Chittoor has anticipated me ('Hear, hear'); and I can very easily appreciate him because he knows the spirit underlying the University Act, and he has himself assisted in the framing of the Act. The point is this: The provisions of the Madras University Act empower the Government to give grants to the University on such terms as they deem proper. In the first place when the University Act was passed, in the first year a sum of Rs. 3 lakhs was put into the budget so that the University might be able to utilize it on approved objects. It was not able to prepare the schemes necessary for utilizing the amount. Reminders were issued; but as the bodies were not constituted at that time it was not possible for the university to utilize the amount. Under these circumstances if the advice of the hon. the Member for the University is to be accepted, all the 3 lakhs should be credited to the university funds because the university has done nothing in order to utilize that amount. In the second year, again, a definite sum of Rs. 2½ lakhs was promised to the University provided it was prepared to inaugurate schemes so that the amount might be spent on approved objects of university development. Even then, it was not possible for the university to utilize that amount or any portion of it. If the proposition of my hon. Friend the Member for the University is to be accepted, this sum of Rs. 2½ lakhs should be credited to the university funds because the University had no approved objects on which the amount could be utilized. If to-day the university prepares schemes of development or finds it necessary to institute Chairs in order to attain the aim and object of the University Act, it will be possible for the Government to make provisions for meeting such demands. Therefore on the part of the Government there has been absolutely no laches. On the other hand the policy of the Government is to help university development as much as possible. Now that the university bodies have been constituted, all that we want is that the University should make proposals, and it will be possible for the Government to finance such proposals.

"As regards the financial rules which my hon. Friend the Member for the University referred to, I wish to say that they were not arbitrarily settled. Draft rules were prepared and were communicated to the Vice-Chancellor and the Syndicate. They considered these draft rules, and after they had sent back the rules to the Government they were published. The draft rules say that the university should be given funds, and if the university is not able to utilize the funds given for specific purposes within the quarter, it will be taken into consideration in the next quarter. Before November of any particular year the university has to send up estimates of its demands,

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viz., an estimate of the older demands for which contribution has been made and of demands which require further contribution and of demands for new development. Under these heads the university has to send in proposals to the Government and when these demands are received by the Government they will be looked into whether the amount allowed to the university under any particular head has been utilized fully or whether the university requires further consideration or further support from provincial funds. As regards new objects also, the Government will have to contribute for their development. But if the university has not been able to utilize any portion of the grant for a specific object, it must not lapse as the hon. the Member for the university said. But it will be taken into consideration in estimating the grant for that object for the next year. It may be that if there are good reasons for not utilising the grant fully, the Government may give it back. If the university did not take care to see that the money is not utilized, then it will be for the Government to consider how far they will be justified in giving back the grant *plus* any additional sum required. As an illustration, suppose the Government give a grant to the university for a particular chair for a certain subject and the University has not utilized any portion of it; the question arises whether it is justifiable that the university should be given that amount and that it should form part of the funds of the University. In all these matters of grants we are guided by the Devolution Rules

4 p.m. under which the Finance Department is empowered to make rules as to how far these funds should or should not lapse.

There was a good deal of discussion between the Finance Department and the Education Department and we of the Education Department pressed that whatever grant is made to the University should be made in the form of a lump sum grant. This interpretation of the Devolution Rule and the relevant section in the University Act was referred for legal opinion. The legal opinion was that though no conditions should be imposed upon the grant as is done in the case of a department of the Government yet it should be analogous to an independent corporation to which any subsidy is given on the condition that it would be taken back if it is not utilized properly for the specific object. Further if the grant could not be spent that year on that specific object it is reasonable that the amount should not be allowed to form part of the general funds of the University. The rule that has been ultimately approved is this:

'As soon as a grant under section 144(b) is voted by the Legislative Council this amount is intimated to the University with a statement of objects to which it should be utilized. The grant towards the recurring expenditure will be disbursed in quarterly instalments in the . . . each quarter in advance on application. Any balance remaining unspent out of the grant budgeted in the previous year will not lapse but will be taken in abatement of the grant due for the quarter succeeding that in which the saving comes to the notice of the Government.'

"Any amount that is not spent on the particular object in the particular year will be resumed by Government. The suggestion of the hon. Member for the University that it should form part of the general funds of the University is not fair to the other departments and to the provincial Government generally.

"As regards the general appeal made by the hon. Member for the University I am in entire agreement with him. There are two ways in which the University may be financed: one is by endowments and the other by the State. As at present constituted the university cannot properly function

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unless it is properly financed by the State. We have at present very little in the way of endowments and it remains to be seen what endowments it will attract later on. I am sure, if, as the hon. Member for Chittoor remarked, proper schemes are prepared for university development, Government will be very glad to co-operate with the University and assist them in the development of education.

“My hon. Friend referred to the aim and scope of the University. I do not at all differ from him in the aim of the University. I believe in synthesising the cultures of the east and the west. The scientific culture of the west should be combined with the indigenous experience and culture of our own country. In the past we have not been emphasizing this part of the educational development. What happens to-day in the matter of Agriculture or Engineering? Experts come in from the western countries and make experiments with regard to our conditions. They apply their own methods to the conditions in our country. What became of the accumulated experience of our own countrymen, our ryots and landholders who for ages together have developed agriculture and engineering? It must be one of the functions of the University to co-ordinate the two cultures, the scientific culture of the west and the indigenous culture of the east, which has in the past enabled them to construct such magnificent buildings, temples, palaces, aqueducts and bridges. What became of the engineering skill of our people? We have to probe into these problems and find out the best in our culture and combine it with the culture of the west. As I said before the Andra University will have to emphasize this aspect of the indigenous culture and combine it with the western culture so that it may be a university of real usefulness. Similarly when several other universities are founded in Madras, the Madras University also will have to be a real teaching University. I therefore agree with my hon. Friend when he says that the University should pay more attention to the cultural aspect. The University will have to find various methods by which that aspect will be developed. If proper schemes for that purpose are proposed it shall not be wanting on my part as a Member of the Government to help the University in all possible ways.”

Mr. A. RAMASWAMI MUDALIYAR :—“Mr. Deputy President, Sir, I did not intend to take part in this debate, but I feel I ought to say a few words so as to erase an impression created especially by the speech of the hon. Member for the University. I gather from certain remarks that fell from the hon. Member that he was not pleased with the activities of the University in the direction of asking for grants from the Government; in particular he was not pleased with the activities of the Vice-Chancellor. Elsewhere I have not been a sparing critic of the Vice-Chancellor. But on this occasion a word has to be said in justification of the Vice-Chancellor and of the Syndicate in the matter of asking for grants from the Government. I was one of those who were enthusiastic that as large a provision as possible should be made by the Government for the development of the cultural side of the University. Therefore it was that in the first budget after the University Act was passed a sum of Rs. 3 lakhs was provided and in the next year a sum of Rs. 2½ lakhs was provided. But considering the matter further, I am not at all sure whether I should feel sorry that these sums have not been utilized or that the Vice-Chancellor or the Syndicate have not come forward with any hasty ill-conceived plan of utilizing these grants. My hon. Friend is aware that when we discussed the question of the orientation of the University

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teaching we were of opinion that not merely the Academic Council but also the governing body of the University, the Senate, should have a voice in the matter. The matter is a very important one. For, if these new chairs are founded under the new scheme of development, then at least for the next fifteen or twenty years you would be liable to a recurring expenditure on account of these chairs once they were started. We therefore stated that we felt that these things should not be done in the happy-go-lucky fashion as in the past, but that they should be done with a great amount of deliberation. It is therefore that I say I am not at all sure whether I should be sorry that the Vice-Chancellor has not moved with greater haste in this matter. The maxim *festina lente* is one which may well be applied here. For, supposing in the year 1923-24 when the whole Senate was functioning in the person of the Vice-Chancellor, when the University had a grant of Rs. 3 lakhs, the Vice-Chancellor had come forward with proposals for establishing a chair on Experimental Psychology or a chair for Oriental Languages or for having a laboratory for Botany or Zoology or any of these subjects, it would have meant that, for a series of years hereafter, Government, University, and all the educational authorities in this Presidency would be committed to the policy of having these chairs and these chairs alone. Supposing my hon. Friend the Member for the University with his impulses for indianizing the culture of the University now wants to bring out a new orientation of the activities of the University, wherefrom would the money come if the recurring expenditure on account of those chairs comes to nearly two or three lakhs? What then would be the result? You cannot abolish these chairs once they have been founded. The professors would have been made life professors."

Mr. C. V. VENKATARAMANA AYYANGAR :—"Why not?"

Mr. A. RAMASWAMI MUDALIYAR :—"My hon. Friend from Coimbatore asks why not. I am only sorry that to his enormous activities he has not added some activity in the Senate of the Madras University."

Mr. C. V. VENKATARAMANA AYYANGAR :—"If not life-professors, we shall have professors appointed for short periods."

Mr. A. RAMASWAMI MUDALIYAR :—"My hon. Friend is at a disadvantage in not being initiated into the mysteries of University professorships."

Mr. C. V. VENKATARAMANA AYYANGAR :—"I am not sorry for that."

Mr. A. RAMASWAMI MUDALIYAR :—"Nor am I. My hon. Friend has enough activities elsewhere so that the Senate has been spared his activities."

"The Senate has got a scheme of life-professors. Anybody who knows the University and its activities will, I feel sure, think that the Senate has taken the right decision in asking for life-professors or professors for a period of fifteen or twenty years. If the Vice-Chancellor had come forward with these schemes in 1923-24 when he was completely unhampered by criticism from above or below, we would have been committed for a series of years. Last year during the discussions about the development of the University we came to the conclusion that the Academic Council should not have the last say in the matter of the founding of chairs. The Academic Council of course deserves the respect that is due to an educational council, but, after all is said and done, a certain leavening of the lay element will not

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altogether be unnecessary. We felt that the governing body of the University ought to have the last say in the matter. The Academic Council should propose the schemes and the governing body has to dispose of them. Rules also were framed to the effect that the proposals of the Academic Council should come before the Senate and should be approved by the Senate before action is taken on them. That is the reason why there has been delay in this matter. The application of the maxim 'Hasten slowly' has in this respect at least proved beneficial. While I feel sorry that no money has been granted to the University, I do not think it is impossible for the Government to come forward with a demand for supplemental grant for the University if that body comes forward with any new schemes of development of education."

Rao Bahadur A. S. KRISHNA RAO PANTULU :—"Sir, at the time of the introduction of the Madras University Bill several of us entertained various apprehensions whether the passing of the Act would in the immediate future bring about those reforms which we thought would be affected. The discussion to-day showing a desire that more liberal grants should be given to the University for developing education shows that we have not yet reached the desired goal. The hon. Member for Chingleput advises caution in pushing forward schemes of development. But, Sir, I am afraid, it so often happens that undue caution is an obstacle in the way of achieving substantial results in any length of time. In considering the question of grants to Universities we should make a distinction between recurring grants and non-recurring grants. The principle of giving recurring grants should be different from that of giving non-recurring grants."

"It will be remembered that some years ago the Government in making grants for non-recurring purposes to local bodies adopted this policy which for some time enabled them to have a clearer aspect of their financial position in order to carry on the schemes of development. It is true that subsequently other considerations prevailed and they were precluded from following such a course. And we find that grants given by the Government of India for education were distributed for a similar purpose. There is a feeling of security in the minds of the local authorities that the amounts granted—sometimes they amounted to lakhs of rupees—could be utilized for carrying on the various schemes of development, and it enabled them to have a clearer view of the financial position."

* The hon. Rao Bahadur Sir A. P. PATRO :—"The University is not a department of the Government; it is not run on the same lines as the local bodies; it is treated as an independent body."

Rao Bahadur A. S. KRISHNA RAO PANTULU :—"I quite realize that. A distinction ought to be made between recurring and non-recurring grants. If that is made, the University will be able to get at least the non-recurring grants. It is an autonomous body entrusted with very important functions, and I do not see why better consideration ought not to be shown in the matter of grants."

* The hon. Rao Bahadur Sir A. P. PATRO :—"A distinction has been drawn between recurring and non-recurring grants in the financial rules regarding grants to be made by the Government."

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Rao Bahadur A. S. KRISHNA RAO PANTULU :—"The hon. the Minister for Education has stated that if the amount is not spent within the course of a year, it is likely to be re-granted, and that it will be placed at the disposal of the University for carrying on other schemes. I draw a distinction between the two positions. He has told us perfectly well that if schemes for the satisfactory utilization of that grant were to be sent to the Government, that circumstance will be taken into consideration and the amount reallocated. While I quite realize the advantage of that circumstance, in the case of a body like the University, I cannot imagine of any such policy as placing certain funds at its disposal only for certain specific purposes. And a distinction has been drawn in the wording of section 44 of the University Act, viz., recurring grants and non-recurring grants. There is not much difference so far as the main object of the grant is concerned, but there is difference of opinion as to the way in which it ought to be carried out. The hon. the Minister has expressed his intention to be as liberal as possible in making grants to the University. The only question is how to make the University really feel beforehand that it has so much funds at its disposal."

* Mr. S. SATYAMURTI :—"Mr. Deputy President, it is a thousand pities that my hon. Friend, Sir James Simpson, was not in his seat to-day, especially when the Deputy Leader of the Opposition was speaking, because when the vote of No-confidence motion was brought forward in this House the other day, my hon. Friend Sir James said that one of the reasons why he could not support that motion was that none on this side of the House came up to his ideas of Ministerial perfection. I listened to the statesmanlike speech of the hon. the Deputy Leader of the Opposition and at least so far as Sir James Simpson is concerned, I do hope that he will read it when it appears in the official reports."

"The hon. Member assured us of his sympathy. Sir, I was reminded when he said that of the historic occasion when the late Mr. Gopalakrishna Gokhale speaking in the Supreme Legislative Assembly in reply to a debate on his Elementary Education Bill referring to Mr. (now Sir) Maneckjee Dadhaboy, who said, I quite sympathise with my hon. Friend, but cannot vote', turning round to the Viceroy, said 'My Lord, I have no use for the sympathies of non-officials; unless they are going to vote. If officials sympathise, I can get a few rupees, annas and pies.' So I would repeat the same thing and say 'I have no use for non-official sympathies, unless they are going to vote on this side or the other.'"

Rai Bahadur Sir K. VENKATAREDDI NAYUDU :—"Will you carry your temper a little further?"

Mr. S. SATYAMURTI :—"I do not know what my hon. Friend in his solitary neutral glory means by this interruption. Anyhow I would not answer it. My hon. Friend referred to the University Bodies and said that they refused to function. May I remind him particularly of one fact, namely, that his visit to the Senate is as rare as his visits are frequent to this House? My hon. Friend Mr. Ramaswami Mudaliyar and myself spent days and nights to do something for the university, and it was up to him to have helped us. So may I not complain that if he really wants to help us he can come there and help us or if he cannot, can help us here when we ask for more grants?"

"But, Sir, coming to the main point, I want to raise a specific question and that is this: my hon. Friend the Minister for Education has stated that he on his part looks with sympathy on the demands for increased grants and I am glad to be assured of his sympathies. My real complaint is this. I quite agree that the university should send up schemes before Government make their grants, but when the university has sent up its scheme, then I submit the Government should make the grant as a block grant and not compel the university to spend the amount in the course of 12 months, on the peril of the lapsing altogether of the amount to the Government, if it is not spent within that period. It may be quite alright from the Government point of view to ask the university to send up their schemes before making grants, but we really want to know whether my hon. Friend the Minister for Education wants to sit in judgment over the schemes approved of by the Academic Council or the senate."

The hon. Rao Bahadur Sir A. P. PATRO:—"It is to approve the objects of the schemes which have been prepared by the university themselves, so that the Government may be convinced of the utility of the schemes sent up by the university."

Mr. S. SATYAMURTI:—"I am glad to hear that. What I want to urge is that if really we are to be an autonomous corporation, and really if we are approved as a body entitled to get funds, I really do not see why Government should not make these grants as block grants and allow us to spend them, as and when we can spend them most economically. As one of my hon. Friends said it may be that the university may not be able to spend the amount granted to it for a particular year in that year only, either because orders were not issued or due to other causes. I really do not see why a part of that grant should be resumed next year, and why the university should not be allowed to spend the grant on the library or some other schemes. That is the main point I wanted to raise."

"I should have very much liked to press the motion to a division, but since I am fired on both sides in the front and, in the back, I do not do so. But I do hope for better times and when my Friends will seriously think of the Madras University, I will press my motion. Meantime I withdraw it."

The motion was by leave of the House withdrawn.

Motion No. 93.

Legislative Council
Meeting held in
March 1925 -
University - motion
for reduction of
grants - policy in
ward to grants - not
under

Order 833 Recorded
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CURRENT No.

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LETTER OF GOVERNMENT.

STATEMENT WITH EITTO.

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