

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Regd.

} 1911.

Enclosures

Spare copies

G.O. No. 908, 22nd December 1911.

Elementary Education.

Recording papers connected with the question of the extension of —.

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Regd.

} 1911.

Enclosures

Spare copies

G.O. No. 908, 22nd December 1911.

Elementary Education.

Recording papers connected with the question of the extension of —.

GOVERNMENT OF MADRAS.
EDUCATIONAL DEPARTMENT.

READ—the following papers:—

I

Letter—from L. ROBERTSON, Esq., I.C.S., Secretary to the Government of Bombay, Educational Department.
To—the Secretary to the Government of Madras, Educational Department.
Dated—Bombay Castle, the 28th September 1910.
No.—1776.

With reference to your letter Mis. No. 454, dated the 4th August 1910, requesting information as to the general policy adopted by this Government in the matter of extending elementary education in this Presidency, I am directed to state that elementary education is fostered by subsidizing local and municipal boards and by aiding private schools. Every effort is made to find out the latter and to induce them to adopt such a line as will justify their being placed on the aided list. The district local boards in this Presidency do not, as a general rule, subsidize private schools but maintain their own schools with the assistance of Government. There are practically no Government primary schools except the practising schools attached to the vernacular training colleges. The funds are distributed in proportion to wants.

2. Before the year 1903 the grants paid by Government were equal to one-third of the total expenditure incurred by local or municipal boards or managers of private aided schools on their primary schools. This limit of aid is still observed in the case of private aided schools, but Government in 1903 raised the limit from one-third to one-half of the expenditure in the case of both local and municipal primary schools. The Governor in Council has also ruled that the principle that grants-in-aid to local bodies should bear some proportion to local provision is a very important one and should be adhered to as a general rule, but that when funds are available, additional aid may properly be given to the poorer local boards, more especially as the local boards must devote one-third of the local cess mainly to primary education and are not likely to have much more to spare for the purpose. Accordingly local boards in this Presidency have been receiving grants from Government which exceed half the total expenditure on their schools.

3. Grants-in-aid to indigenous schools are regulated by the rules laid down in Chapter III of the Grant-in-Aid Code, a copy of which is forwarded herewith.

4. In addition to the grants paid in accordance with the rules quoted above, the Governor in Council has had to provide funds to meet urgent expenditure in connection with the revision of the salaries of teachers in local board and municipal primary schools. He has sanctioned the following seven proposals to be carried out at the expenditure shown against each:—

	Expenditure. Rs.
(1) To fix at Rs. 9 a month the minimum pay of all untrained and unqualified assistants of less than five years' service . . .	97,440
(2) To raise the pay of untrained and unqualified teachers of five years' standing and over to Rs. 10 a month . . .	17,328
(3) To raise the minimum pay of all trained headmasters to Rs. 12 a month . . .	4,627
(4) To raise the minimum pay of all trained assistants to Rs. 11 a month . . .	3,516
(5) To raise the minimum pay of all untrained headmasters to Rs. 11 a month . . .	65,560*
(6) To fix Rs. 10 a month as minimum and Rs. 15 a month as maximum pay for qualified but untrained teachers in Sind . .	76,500*
(7) To give trained teachers in the Presidency proper the face-value of their certificates as far as the funds allotted permit, preference being given to those with longest service . . .	55,480
Total . .	3,20,451

* Of this amount Rs. 33,600 still remain to be provided.

The increased rate of pay in each case was sanctioned with effect from 1st April 1909. The whole of this charge will be borne by Government for three years and at the end of that period one-half the cost will be payable by the local and municipal boards concerned. The cost is paid to the boards in the shape of additional grants.

5. Owing to the exhaustion of their resources by famine and plague and to the numerous demands on their available funds, local bodies have not been able to extend facilities for primary education at the rate that this Government deemed desirable. The Governor in Council has accordingly decided to open 1,533 new primary schools in villages with a population of 400 and upwards in the Presidency proper and 122 schools in Sind. The total expenditure which will fall on Provincial revenues has been estimated at Rs. 88,000 non-recurring, and Rs. 3,29,000 recurring and it has been decided to provide for it in instalments. Up till now Rs. 64,950 for non-recurring expenditure and Rs. 2,28,000 for recurring expenditure have been provided on this account.

II

Memorandum No. 1925-1, Educational, dated 24th December 1910.

The Government are disposed to think that the Grant-in-Aid Code requires amendment in some directions, and they would be glad of the advice of the Director of Public Instruction.

2. It appears to them that the code as at present drafted does not give sufficient inducements to school masters to become trained and obtain certificates, and in this connection a copy of the letter from the Government of Bombay, No. 1776, dated 28th September 1910, is sent to the Director for perusal. Under rule 15 of the Grant-in-Aid Code the grant is fixed at the rate of Rs. 36 a year for each teacher whether the teacher is certificated or not and the natural result is that the manager of a school who knows that it can obtain Rs. 36 a year and no more for each teacher, pays the teacher at the lowest possible rate. If he could obtain a larger grant for a trained teacher he would be more likely to employ him, and the Government think that it is a matter for consideration whether it would not be advisable to give larger grants for trained and certificated teachers. It is also a point for consideration whether higher grants should not be given for teachers employed to teach standards higher than the third.

3. The Government also understand that the Director has received representations from some districts that rule 84 (1) of the Madras Educational Rules which permits the appropriation by headmasters of fees in schools containing the four lower standards operates in the direction of preventing lower elementary schools from developing into higher elementary schools. It is true that under rule 83 in schools containing the four lower standards only trained teachers alone appear to be eligible for a share of a capitation allowance, but the concession is not extended to schools containing a higher standard than the third. The Government, therefore, are inclined to doubt whether all masters are now offered sufficient inducements by the code not only to get themselves trained but also to raise the standard of their school. Further, it would appear that if the managers of incomplete secondary schools are compelled to reduce their schools to the elementary grades they will, under the code as now drafted, probably benefit more by reducing them to lower elementary schools than if they continued them as higher elementary schools.

4. In addition to examining these points mentioned above, the Director is requested to scrutinize the Madras Educational Rules and the Grant-in-Aid Code generally and to report whether in his opinion any other modifications and amendments are necessary. It is observed that under rule 23 of the Grant-in-Aid Code teaching grants are not ordinarily given to secondary schools which had not for the previous official year an average daily attendance of 25 pupils. The Government understand that no similar limit of average of attendance has been laid down in elementary schools as a condition of grant.

5. The Director of Public Instruction is requested to take up the examination of the subject as soon as possible and to let Government have an early reply to this reference.

C. A. INNES,
Deputy Secretary to Government.

To the Director of Public Instruction.

III

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

To—the Secretary to Government, Educational Department.

Dated—the 23rd January 1911.

No.—R.C. 6664 of 1910.

In their Memorandum No. 1925-1, Educational, dated 24th December 1910, Government have asked the Acting Director to submit such modifications in the Madras Educational Rules and in the Grant-in-Aid Code as will (1) encourage the opening of higher standards in elementary schools; (2) encourage teachers to undergo a course of training. There are thus four points for consideration.

2. (a) Modifications in the Madras Educational Rules as affecting (1) and (2) *supra* in Board Elementary schools.

(b) Modifications in the Grant-in-Aid Code as affecting (1) and (2) *supra* in aided schools.

With regard to these four points I have the honour to offer the following remarks and in this connection would mention that the term "Other Elementary or O.E." signifies elementary schools containing no standard higher than the third, the "Lower Elementary or L.E." denotes schools with the fourth as the highest standard.

3. Taking up for consideration (a) (1) it may first of all be asked how far in the light of facts is any change necessary? From the statistics available in this office it is found that there are at present 1,683 L.E. schools as against 1,650 O.E. schools, but in fifteen districts there are more O.E. than L.E. schools and in Cuddapah and Madura considerably more (63 and 81). In the other districts the excess of L.E. schools is generally considerable, e.g., Vizagapatam 101, Góidávari 125, Kistna 106. The proportion of L.E. schools depends only partly on the general educational advance; it is high in Vizagapatam with 11 per cent., South Arcot with 19 per cent., Coimbatore with 22 per cent. of children in school and low in Timnevelly with 30 per cent., Tanjore with 25 per cent., Malabar with 27 per cent. Consequently it seems probable that under existing rules the increase of the proportion of L.E. schools will not uniformly correspond with increase of numbers under instruction. Inspecting officers are almost unanimously of the opinion that the existing rules retard the development of O.E. schools into L.E. schools. A headmaster of O.E. school loses by its being converted into a L.E. school both in capitation allowance and fees and even if under rules 81 and 82 the conversion results in an improved scale of pay for the school, this by no means necessarily indemnifies him.

4. Two means have been suggested to equalize conditions of service in O.E. and L.E.: (1) to abolish capitation allowance and pay all fees into the treasury; (2) to extend capitation allowance and retention of fees by teachers to L.E. schools. The objections to the first proposal are that the capitation allowance system is a valuable feature of the rules in that it (a) encourages teachers to improve the strength of their schools by giving them a direct interest in it and (b) allows for special treatment of girls and of pupils of the backward classes. The retention of fees is also of value seeing that the system amounts in practice to some approach to free education as the parents pay what they can and in sending their children to a board school they are in the same position as if they were sending them to a teacher-manager school. It therefore facilitates the taking over of "teacher-manager" schools by Boards since neither teachers nor parents can be adversely affected by the transfer. Further, it increases the direct interest of the head teachers in the progress of their

schools, and if, as is often the case, the teachers share the fees, of all of them. I would here point out that it is impossible to form an estimate of the gain by teachers from fees as they are largely withheld or are replaced or supplemented by payments in kind and by presents the value of which, however, is probably small.

5. It is clear, therefore, that elementary education would suffer by the abolition of capitation allowances and by the payment of all fees into the treasury. Teachers in O.E. schools would also lose and would have to be indemnified by increased rates of pay. Any change in the scale of pay would mar the present valuable simplicity of the rules and further it would be impossible so to adjust the new rates as to indemnify the teachers exactly. It would also be impossible to provide for girls and pupils of the backward classes by any manipulation of rates of pay, and accordingly capitation allowance would have to be retained for these classes. I, therefore, reject the idea of the abolition of capitation allowance and the payment of all fees into the treasury.

6. I am not disposed, however, to accept both alternatives. I would extend the capitation allowance to L.E. schools, but I would not advocate the retention of fees by teachers in these schools because (1) it would involve a loss to the Boards of any sum up to Rs. 84,862, (2) it is probably not necessary from the point of view of increasing the proportion of L.E. schools, since the increase in the capitation allowance and the higher rates of pay involved will go far to indemnify the teachers of a school raised from the O.E. to the L.E. standard for the loss of fees.

7. The financial effect of my proposal would be an increased expenditure of Rs. 76,008 *per annum*, a figure which is arrived at by taking the number of trained teachers in elementary schools 3,167, multiplying that number by two (the average rate of capitation allowance earned *per mensem*), which again is multiplied by 12 to give the yearly expenditure. As the Boards will not be in a position to incur such increased expenditure, it will be necessary to add considerably to provincial contribution. In fact, the whole amount may have to be met from provincial funds.

8. As regards (a) (2), no modifications in the rules with the object of encouraging teachers to undergo training are probably necessary. Only trained teachers are eligible for capitation grants and ordinarily only such men are allowed the higher rates of pay under rules 81 and 82 of the Madras Educational Rules.

9. The only modification necessary in regard to the Grant-in-Aid Code is with reference to the encouragement to be given to managers to open higher standards in their schools, since improvement in the teaching staff in aided schools may be expected to lead to the raising of the standard of education, because there are no conditions that the rules can touch to prevent it.

10. In my opinion the employment of trained teachers can best be encouraged by increasing the amount of teaching grant Rs. 36 for trained teachers of the different grades. I would therefore propose an additional grant for each trained teacher and the scale would run—

	Rs.
For each teacher	36
For each trained teacher of the L.E. grade	36 + 6
For " " " O.E. Grade	36 + 12
For " " " Secondary Grade	36 + 24

11. The financial result of this proposal would be an increased expenditure of Rs. 62,370 under rule 15, Chapter III of the Grant-in-Aid Code.

Order—No. 908, Educational, dated 22nd December 1911.

Recorded.

(True Extract.)

L. DAVIDSON,
Ag. Secretary to Government.

To the Director of Public Instruction.

NOTES CONNECTED WITH G.O. No. 908, EDUCATIONAL, DATED
22ND DECEMBER 1911.[SUBJECT.—*Extension of elementary education.*]

Primary education—Its scope and character.—"Primary education" was defined by the Education Commission of 1883 as "the instruction of the masses through the vernacular in such subjects as will best stimulate their intelligence and fit them for their position in life". The term "primary education" however came in practice to be used to signify not only the education of the masses in primary schools, but also the primary stage of instruction, that is, the education given in the first four or five years of the school course, in whatever grade of institution that instruction might be received. Although the two classes of institutions were generally speaking intended for the education of the masses, the education imparted in the latter class of schools was to a large extent influenced by the view that primary education was the first stage in a course which may lead to the high school and even to the University.

2. *Differentiation between primary and secondary education.*—Up to the year 1906, the Educational Rules made no distinction between the "primary school" and the so-called "primary department" of the secondary school in such matters as the qualifications of the teachers, the courses of studies, the admission and transfer of pupils and other matters of a like nature. The grant-in-aid rules distinguished between the primary school and the primary department of a secondary school, but did not sufficiently discriminate between the school intended for the masses and the school which was practically the feeder of a secondary school. The result of this confusion was that it was impossible to ensure that the money specially intended for aiding the instruction of the masses was devoted in its entirety to that purpose; some share of it inevitably went to aid instruction in the lower stages of the secondary course. In view of these difficulties it was decided to effect a complete separation between primary and secondary education; and in the revised Educational Rules and the Grant-in-Aid Code which came into force in 1906, they were treated as separate entities under the heads of "elementary" and "secondary" education. This separation of primary from secondary education has enabled a number of changes to be made which are designed to adapt the elementary schools more closely to their object of instructing the masses.

3. *Policy of Government in regard to elementary education.*—The policy of the Government of India in regard to primary education is set forth in paragraph 8 of their resolution of the 3rd February 1882 appointing the Education Commission. It says—

It is the desire of the Governor-General in Council that the Commission should specially bear in mind the great importance which the Government attaches to the subject of primary education. The development of elementary education was one of the main objects contemplated by the Despatch of 1854. Attention was specially directed in that despatch to the question "how useful and practical knowledge, suited to every station in life, might be best conveyed to the great mass of the people, who are utterly incapable of obtaining any education worthy of the name by their own unaided efforts," and it was desired that "the active measures of Government should be more especially directed for the future to this object." Although the matter was thus prominently and at the outset pressed upon the attention of the Indian Administration, there can, His Excellency in Council believes, be very little doubt that, owing to

a variety of circumstances, more progress has up to the present time been made in high and middle than in primary education. The Government of India is not disposed in any way to regret this advance. It would be altogether contrary to its policy to check or hinder in any degree the further progress of high or middle education. But the Government holds that the different branches of Public Instruction should, if possible, move forward together, and with more equal step than hitherto, and the principal object, therefore, of the enquiry of the Commission should be the present state of elementary education throughout the empire, and the means by which this can everywhere be extended and improved.

4. *Recommendations of the Education Commission of 1883.*—The Education Commission of 1883, in paragraph 166 (Chapter IV) of its report*, expressed with emphasis the view, which was approved by the Government of India, that the elementary education of the

* Page 112 of the report.

Vide paragraph 13 of India's resolution, page 6 of G.O. No. 171, Educational, dated 15th November 1884.

masses was that part of the educational system to which the efforts of the State should be directed in an increasing measure and the Commission further observed that primary education possessed an almost exclusive claim upon local funds set apart for education and a large claim on Provincial funds.

Vide paragraph 13 of India's Resolution, page 6 of G.O. No. 171, Educational, dated 15th November 1884.

5. *Result of the Education Commission's recommendation.*—The measures adopted in this Presidency to carry out the recommendations of the Education Commission and the share taken by local and municipal bodies in the matter of elementary education are described as follows in a memorandum submitted by the then Director of Public Instruction in February 1886:—

Vide paragraphs 3, 4 and 7 of the Director of Public Instruction's memorandum on pages 1 and 2 of G.O. No. 211, Educational, dated 8th April 1886.

3. The charge for primary education for boys is borne by local or municipal funds, except in the upper primary standard in local fund circles, which continues to receive aid from Provincial funds. In the Agency tracts of Ganjām, Vizagapatam and Gódvári, all charges on account of primary education form a debit against Provincial funds. The local boards exercise control over the elementary indigenous schools in their ranges with the aid of the officers of this department; but they do not interfere in any way with schools, the managers of which do not seek aid from public funds or decline to submit themselves to the supervision of those bodies.

4. The local fund boards and municipal councils do not open schools except at places where adequate provision does not exist in the shape of schools conducted by private agency. All proposals for the establishment of fresh schools have to be made through this department, and the principles enunciated by the Education Commission are steadily kept in view when the proposals are submitted to Government.

7. The cardinal principle noticed by the Government of India in paragraph 13 of their resolution, that primary education should receive greater attention than heretofore, has always been carefully borne in mind. The new local fund and District Municipal Acts lay particular stress on the importance of this stage of instruction, and by far the greater proportion of the educational outlay from local funds appertains to primary education. The municipal funds (Madras excepted) are now required to bear the cost of lower secondary as well as primary education. But care is taken that the interests of primary education are not sacrificed to that of secondary education. The gradual increase in the fee revenue of secondary schools, coupled with the restriction in article 11 of chapter II of the Grant-in-Aid Code, will gradually tend to reduce the proportion of outlay on secondary education.

6. The same subject was referred to in paragraph 188 of Sir Alfred Croft's Review of Education in India in 1886 in the following terms:—

In Madras, the rules framed under the Local Boards Act of 1884 laid down that "the provision of improved elementary education for boys is the chief duty of the district board, and to its promotion a very large proportion of the funds allotted to education must be devoted." The share of the local fund income devoted to education had increased in four years, up to 1884-85, from 9 to nearly 13 per cent.; and the corresponding share of the total municipal income from 6 to 14 per cent. As 72 per cent. of the former class of funds, and 51 per cent. of the latter were devoted directly to primary education (without reckoning indirect expenditure, such as that for inspection and for buildings), the Government of Madras considered that a sufficient and a growing provision was secured for primary education from those funds, and that the necessity for additional grants from provincial revenues was less urgent. It impressed

on the Director the necessity of making the general policy of Government on this subject fully understood and acted on by all departmental officers, in order that the claim of primary education to the most careful attention of the department and to the largest share of funds should be steadily kept in sight. At the same time the Government announced its intention of assigning to education in future an amount equal to 5 per cent. of its total revenues, the rate to which expenditure had been for some years approximating; and in the benefits of any resulting increase to the educational grant, primary education would have its due share. That share would, it was anticipated, be further enhanced by the gradual increase in the fee rates of secondary schools, tending to reduce the proportionate expenditure on secondary education.

7. *Progress of primary education from 1886-87 to 1896-97.*—At the close of the year 1886-87 the total number of primary schools was 13,400 with 359,000 pupils; at the end of 1891-92 it was 18,100 with 518,000 pupils; and at the end of 1896-97, it rose to 20,000 with 554,000 pupils. There was thus an increase of 35 per cent. in the number of schools and of 44 per cent. in the number of pupils between the years 1887 and 1892, while between 1892 and 1897, the schools increased by about 10 per cent. and pupils by 13 per cent. The total expenditure on primary education from Provincial, Local and Municipal funds, which amounted to Rs. 4-89 lakhs in 1886-87 rose to Rs. 7-62 lakhs in 1891-92 and to Rs. 9-26 lakhs in 1896-97.

8. *India's review of the progress of primary education during the quinquennium ending 1896-97.*—In paragraph 12 of Home Department Resolution No. 495, dated 28th October 1899, dealing with Mr. Cotton's review of education for the quinquennium ending with 1896-97, the Government of India observed that

it was primary education which had the chief claim on the State, that the rate of progress of this education in India during that quinquennium was wholly unsatisfactory and that the figures for expenditure in that period indicated disregard of the accepted attitude towards primary education. They reiterated the principle that primary education possessed an almost exclusive claim upon local funds set apart for education and a large claim on Provincial revenues, and they desired to have a special report on the state of primary education in each province.

9. *Special report on the progress of primary education.*—The report on this subject which was submitted by the Madras Government is contained in letter No. 353-B, Educational, dated 9th August 1900. It was therein pointed out that although primary education made larger progress in this Presidency during the quinquennium ending 1896-97 than either collegiate or secondary education, yet viewed by itself, the progress made by primary education was slow and not at all encouraging, and that it would not be possible to present a better record until means could be devised to place more funds at the disposal of the department for expenditure on grants-in-aid. This Government further observed:

The primary education of boys in municipalities is a charge on municipal funds, and in most municipalities primary education is in a satisfactory condition and those bodies do not generally grudge an increase in the allotment for education when it is found to be necessary. In non-municipal areas excepting the Agency tracts the primary education of boys is a charge on local and provincial funds—on local funds up to and including the third standard, and on provincial funds for the fourth (upper primary) standard. The promise of grant held out by the Grant-in-Aid Code is not fulfilled completely by the local board in any district; and there is a still greater disparity between promise and performance in the case of grants payable from provincial funds. When the schools already established struggle for existence, owing to entailment of their grants, it is idle to expect that new schools will be opened or, if opened, will continue to work for any length of time. Every new school in fact increases the difficulty by becoming a competitor for a share in the inadequate sum allotted for results grants and thus diminishing the rates at which grants can be paid.

10. In conclusion this Government stated that no expansion of primary education commensurate with the requirements of this country was possible without a very large increase of expenditure, which it

Paragraph 5 of letter No. 353-B, dated 9th August 1900.

was not within the power of this Government to incur and that the resources of local boards and municipalities were already so strained that when additional expenditure for plague and famine was thrown upon those bodies, they were in many cases preserved from insolvency only by grants from provincial funds which were already inadequate to the needs of this Presidency and could ill be spared. The Government accordingly urged that no inconsiderable increase of expenditure on primary education would be possible without more liberal assignments of revenue.

11. *Progress during the quinquennium ending 1901-02.*—During the quinquennium ending 1901-02 primary education made no progress. On the other hand the number of schools fell from 20,000 to 19,100 and the expenditure from public funds from Rs. 9.26 lakhs to 8.76 lakhs, the decrease under both heads being about 5 per cent. The number of pupils also showed but little advance, being only 589,000 as against 583,000 at the end of the previous quinquennium. The fall in the number of schools was attributed to the prevalence of distress and epidemics, the stricter enforcement of the rules of recognition and the inadequate payment of results grants. With larger funds at the disposal of the Department the Director of Public Instruction hoped that primary education would receive a forward impetus and that lost ground would be recovered.

12. *The Simla Educational Conference, 1901.*—At the Educational Conference which was held at Simla in September 1901, certain resolutions were passed on the subject of primary education. They were—

- (1) that primary education had received in many parts of India insufficient

Resolution No. 38.

attention and an inadequate share of the public funds, notwithstanding the fact that it possessed a strong claim upon the sympathy both of the Government of India and of the Local Government and should be made a leading charge on provincial revenues,

- (2) that in provinces in which it was backward its encouragement should be a first obligation upon the Local

Resolution No. 40.

Government, and

- (3) that it should have predominant claim on the expenditure incurred by district boards on education.

Resolution No. 42.

13. *Government of India's recommendations.*—These resolutions were followed by

Paragraph 11 of India's letter, page 7 of G.O. No. 678, Educational, dated 21st November 1901.

a letter from the Home Department, No. 466, dated 1st November 1901, in which Government of India observed that although in 1899-1900 the total expenditure on education from public funds was Rs. 29,80,861, only Rs. 9,55,357 or about 32 per cent. were expended on primary schools and they expressed the opinion

Ibid.

that it should be possible, by making secondary education more self-supporting than it was at that time, to gradually provide more money from the Provincial allotment for education than was then given to primary schools. The Government of

India understood that the funds of local boards in Madras were distributed among

different objects and that it would be impossible to provide more money for education from their existing resources except

by starving some other necessary objects of expenditure, although some, but probably not a very great, increase of

expenditure on primary schools might be obtained from municipal bodies. That Government came to the conclusion that the assistance which was necessary for primary education in the Madras Presidency must come in the main from State funds, and they stated they would be prepared to consider how far it would be possible to assist

the Madras Government in this matter, on receiving an estimate of the amount of money which would be required for the proper development of primary education in the next five years.

14. *System of aid to private schools.*—As regards aid to primary schools the Government of India deprecated the system of payment by results as uncertain and as tending to encourage examination tests and cramming, and they recommended that it should, where possible, be gradually replaced by tests of attendance, teachers, nature of instruction and outlay from other sources; and that this should be accompanied by an improvement in the numbers and quality of the inspecting staff.

Paragraph 13 of Home Department letter, page 8 of G.O. No. 678, Educational, dated 21st November 1901.

15. *Expansion of primary education.*—The Government of India finally pointed out that the main objects on which increased outlay might be incurred, in order to improve primary education, were, as recommended by the Conference—

- (1) increase in the number of schools, and

- (2) improvement in the school buildings and equipments.

16. *Relations of the State to private enterprise.*—With reference to the relations of the State towards private enterprise, the Government of India pointed out that in withdrawing from the direct management of primary, secondary and collegiate education, the Government should not abandon the control which it must retain

over all forms of education, if the educational system was to be successfully conducted. They further observed that there must be an effective inspection on the part of the Government agency, of educational institutions in all stages under private management, and that if primary education was to be extended in the manner which they considered necessary, there must be a large increase in the number of primary schools under departmental management.

17. *Recurring grant of eight lakhs.*—In the meantime, the Government of India had called for an estimate of the probable requirements of this Presidency for the purpose of carrying out the various reforms suggested by the Simla conference, and sanctioned a recurring grant of eight lakhs to the Provincial revenues of this Presidency to meet the increased expenditure under education.

18. *Measures adopted for the improvement of primary education with reference to India's recommendations.*—With reference to the various suggestions of the Government of India based on the recommendations of the Simla conference in regard to primary education, the Madras Government stated that they saw no way of finding more funds for primary education either by withdrawing or diminishing aid to secondary education and that it would

not have been possible for them to extend primary education in the manner desired by that Government but for the recurring grant of eight lakhs referred to in the previous paragraph. They pointed out that primary education in Madras was to a large extent conducted by the agency of schools under private management, that almost the only schools maintained by Government were those in the hill tracts in the Northern Circars and the practising schools attached to the training institutions representing in the aggregate only about 14 per cent. of the total number of primary schools and that in deference to the wishes of the Government of India that there should be a large increase in the number of primary schools under departmental management, the Director of Public Instruction had proposed to establish 169 Government primary schools, one in each taluk of the Presidency.

Paragraph 2 of letter No. 303, Educational, dated 17th May 1902.

Paragraph 3 of letter No. 303, Educational, dated 17th May 1902.

Government were those in the hill tracts in the Northern Circars and the practising schools attached to the training institutions representing in the aggregate only about 14 per cent. of the total number of primary schools and that in deference to the wishes of the Government of India that there should be a large increase in the number of primary schools under departmental management, the Director of Public Instruction had proposed to establish 169 Government primary schools, one in each taluk of the Presidency.

19. *Payment of full grants to aided schools.*—The Government further observed

Paragraph 3 of letter No. 303, Educational, dated 17th May 1902.

been pursued would no longer be continued; but that it was impossible to replace immediately the grant-in-aid system by any system of departmental schools. The Government had, however, arranged for the payment in full of all grants due to aided schools, whether paid from provincial or from local funds and they felt confident that by such payment there would be a large increase in the number of primary schools and more effectual departmental control as the Director would be able to insist on all primary schools providing themselves with suitable buildings and qualified teachers. The establishment of primary schools by Government was however subsequently dropped, apparently as a result of the consultation with

Ibid.

Vide G.Os. No. 698, Educational, dated 11th November 1902, and No. 252, Educational, dated 27th May 1903, and the notes with the latter Government Order.

Mr. Orange, who visited Madras shortly afterwards.

20. *Eight lakhs grant and the special grant of six lakhs for primary education.*—

Vide paragraph 7 of letter No. 129, Educational, dated 6th March 1905.

The grant of eight lakhs above referred to was available for all purposes of education, but a large part of it was devoted to primary education and was utilized towards the payment at full rates of results grants earned from provincial funds to all schools under private management and towards subsidizing local boards and municipalities to enable them to pay in full the results earnings of schools aided from local and municipal funds. In March

1905, the Government of India made a recurring grant of six lakhs per annum to the provincial revenues of this

Presidency to meet the increased expenditure on primary education and they stated that the grant should be fully utilized in increasing the normal allotment for primary education inclusive of expenditure on buildings and outlay incurred through the agency of local boards.

21. *Progress during the septennium 1901-1902 to 1908-1909.*—As a result of the two special assignments of funds above referred to a marked advance has been made as regards primary education during the septennium 1901-1902 to 1908-1909. The total number of primary schools rose from 19,100 to 22,400, the number of pupils from 589,000 to 776,000, and the expenditure from public funds from 8.76 lakhs to 19.8 lakhs. The following statement exhibits the growth of

primary schools for boys from year to year beginning from 1901-1902 :—

		Number of primary schools.	Number of pupils.	Expenditure from public funds.	
					(LAKHS.) Rs.
1901-1902		19,100	589,000	8.76	
1902-1903		18,600	595,000	11.66	
1903-1904		19,200	631,000	11.99	
1904-1905		20,100	660,000	12.76	
1905-1906		20,500	664,000	12.91	
1906-1907		21,400	692,000	14.78	
1907-1908		21,600	738,000	16.12	
1908-1909		22,400	776,000	19.82	

22. *New school buildings constructed out of the special grant of six lakhs.*—The statistics of expenditure given in the preceding paragraph do not include the outlay incurred on the provision of buildings for primary schools on which nearly the whole of the special grant of six lakhs was spent in 1905-1906 and the greater portion of

it in 1906-1907. The amounts thus spent on primary school buildings amounted to Rs. 566,000 * in 1905-1906 to Rupees

* Vide the statement on page 8 of G.O. No. 107, Educational, dated 1st March 1907.

+ Vide statement on page 4 of G.O. No. 134, Educational, dated 9th March 1909.

3,48,084 † in 1906-1907 and the result was that while in the former year 1,057 new school buildings were constructed of which 437 were in localities where no schools previously existed, in the latter year the corresponding numbers were 439 and 151. It is however difficult from these figures to form any idea of the net increase in the number of primary schools which has resulted from the recurring grant of six lakhs sanctioned by the Government of India. For while on the one hand the number of primary schools

The portion marked with blue chalk on page 28 of the Public Instruction report for 1906-1907.

increased there was on the other hand a number of primary schools, both public and private, which were closed either for want of funds for their efficient maintenance or for some other cause. The following abstract shows the fluctuations in the number of primary schools during the years 1907-1908 and 1908-1909 which are the only years for which statistics are available :—

Page 19 of Public Instructions report for 1907-1908.	Page 18 of report for 1908-1909.	Number at the beginning of the year.	Number closed.	Number newly opened.	Total number at the end.
† In paragraph 72 of his report for 1908-1909 the Director of Public Instruction explained these fluctuations as being due to the fact that many of the schools are founded to meet the early needs of particular children and when these are moved into a more advanced school the village school dies from lack of support.	1907-1908	21,369	4,368†	5,001	22,002
	1908-1909	22,002	5,183†	5,739	22,548

L. M. WYNCH—
9-10-10.

23. *Present state of primary education with reference to area and population.*—The total number of primary schools for boys on the 31st March 1909 was 22,400 with 776,000 pupils. The population of this Presidency according to the census of 1901

Vide paragraph 21, page 6 ante.

is 38 millions. It is ordinarily reckoned that 15 per cent. of the population are of school-going age. According to this standard there are about two and three-fourths millions of boys in this Presidency representing 15 per cent. of the total male population who are of an age to attend primary schools. In the year 1908-1909 the number of pupils in attendance at primary schools for boys was 776,000, and it appears that out of every hundred boys of an age to go to school, the number attending primary schools is only 28. The number of pupils at primary schools for boys is now more than double what it was in 1882, but the rate of increase during the several quinquennial periods has not been uniform, having varied from a little less than one per cent. during the quinquennium ending 31st March 1902 to 44 per cent. during the quinquennium ending 31st March 1892.

Year.	Pupils.	Rate of increase.
1882 ..	342,000	..
1887 ..	359,000	5 per cent.
1892 ..	518,000	44 "
1897 ..	584,000	13 "
1902 ..	589,000	1 "
1907 ..	692,000	10 "
1909 ..	776,000	11 "

24. As in the case of pupils the rate of increase in the number of schools during the several quinquennial periods has not also been uniform. But it has to be noted that the increase in the number of pupils has been more rapid than that in the number of schools; on an average there are 35 pupils to a school now, as compared with 24 in 1882. This shows that the spread of primary education has taken place not only in the direction of establishment of new schools; but also by the

enlargement of existing schools, or by improved attendance at them; it also shows that the provision of new schools is not equal to the demand for them.

25. *Localities unserved by elementary schools.*—The total area of the Madras Presidency is 141,866 square miles and the number of public primary schools on the 31st March 1909* was 22,400. Assuming that the schools are evenly distributed, this gives an average of one school for every 6·3 square miles. But as a matter of fact these schools are not evenly distributed; there being comparatively a larger number of schools in towns than in villages and considerable number of villages being left without any school at all. According to statement (59) given in the supplemental statistics to the report on Public Instruction for 1908-09, there are † 32,315 villages or groups of villages which are yet not provided with any schools, public or private, while the distribution of primary schools in the several districts is subject to large divergences as the following statement will show:—

Page 127 in Vol. II of Public Instruction report for 1908-1909.
† Of these 285 are villages with a population of more than 2,000.

Social Number.	Name of district.	Area in square miles.	Population according to the census of 1901.	Male population of school-going age	Number of primary schools.	Number of boys in primary schools.	Number of square miles served by each school.
1	Anantapur	5,557	788,254	60,463	541	12,720	10
2	Arcot, North	7,386	2,207,712	185,053	1,107	37,544	7
3	Arcot, South	5,217	2,349,894	175,162	1,511	46,066	3
4	Bellary	5,575	968,414	72,846	747	19,325	8
5	Canara, South	4,025	1,134,713	82,251	477	19,553	9
6	Chingleput	3,079	1,312,122	98,985	953	26,609	3
7	Chinnalore	7,868	2,201,752	162,389	1,158	34,169	7
8	Cuddapah	8,723	1,291,967	98,850	1,053	21,755	8
9	Ganjāna	8,372	2,010,255	144,255	1,707	45,464	5
10	Gōdāvari	5,427	1,344,583	99,478	837	27,322	7
11	Guntur	5,739	1,490,635	112,909	1,325	25,516	4
12	Kistna	6,036	1,846,516	187,429	1,458	36,245	4
13	Madras	27	509,346	37,312	177	11,397	15
14	Kurnool	7,578	872,055	65,083	899	19,067	9
15	Madura	8,701	2,831,280	205,503	1,491	62,545	7
16	Malabar	5,795	2,790,281	205,449	944	54,187	6
17	Nellore	7,985	1,272,815	95,004	782	15,950	10
18	Nilgiris, The	957	111,437	8,753	63	2,846	15
19	Salim	7,530	2,504,974	162,764	896	29,488	8
20	Tanjore	3,710	2,345,029	159,858	1,350	42,573	3
21	Tinnevely	5,389	2,059,607	160,237	1,539	54,874	4
22	Trichinopoly	3,832	1,444,770	104,891	749	25,140	5
23	Vizagapatnam (including Korpapat).	17,222	2,933,550	217,440	1,173	34,664	15
	Total ..			2,829,076		709,793	

26. *State of elementary education in the several districts.*—It will be seen from the above statement that the several districts differ in the relation which the number of schools bears to the area of the district, ranging from a school for every three square miles in Chingleput, South Arcot and Tanjore to one for every ten square miles in Anantapur and Nellore and one for every fifteen square miles in Vizagapatnam and the Nilgiris, while in Madras, where the conditions are special, there were two schools to every square mile. The distribution of schools in the several districts

is thus uneven with the result that some districts, more especially the backward districts, are very insufficiently supplied with schools. In view therefore of the large number of villages still left without schools and of the fact that only about one-fourth* of the total number of boys of school-going age now receive instruction great scope for the extension of primary education.

* The actual percentage is 24·9. The number of boys is 703,793 against a male population of school-going age of 2,823,076.

in primary schools, it appears that there is education.

27. *First step towards expansion.*—In order to do this it will be necessary first to find out in what localities the need for a primary school is felt and in what places primary schools can be successfully started.

The Director of Public Instruction has already got statement of the villages in each district in which schools are required.

L. M. WYNCH—9-8-10.

probable cost of such schools for each district.

28. *Agency by which expansion is to be carried out.*—The next point for consideration is how this scheme for the opening of the additional schools should be carried out; whether it should be by the opening of fresh schools under direct Government management or under the management of local boards or whether the opening of new schools might be left to local patriotism, the Government and the local board only directing such schools with grants. The Government at present maintain under their direct management only a small number of elementary schools, especially in the Agency tracts, while the great majority of elementary schools are maintained by private managers and receive aid from provincial or local funds and a few others are maintained by local or municipal bodies.

Vide general table (3) on pages 44 to 46 of Vol. I of the Public Instruction report for 1908-1909.

managed by local boards, 278 by municipal councils, 6 by Native States and 13,893 were aided schools managed by private bodies or individuals. The remaining 4,764 were unaided schools. The above numbers do not include private unaided elementary schools which numbered 4,600† on the 31st March 1909.

† Vide statement 4 (a) on page 64 of the supplemental statistics, Vol. II of Public Instruction report for 1908-1909.

29. It does not appear to be possible or desirable that the establishment of fresh elementary schools should be undertaken entirely by Government or the local bodies or by the Government and the local bodies jointly. The local boards and municipal councils will probably be unable financially to start any fresh schools without a large subsidy from Government. In fact when in the years 1906 and 1907 a number of schools were started by these bodies, as a direct consequence of the special assignment of six lakhs, and when the new educational rules prescribed a standard scale of pay for teachers of elementary schools, these bodies could not revise the scale of the establishments of their schools to bring them up to the standard, without large subsidies from Government and these subsidies are still being continued. Any extension of the activities of local bodies in the direction of increasing the number of schools maintained entirely from their funds would necessarily have to be limited and would go very little towards the accomplishment of any appreciable expansion of elementary education. Moreover the policy of Government, so far as this Presidency is concerned, has been from the beginning to encourage the grant-in-aid system rather than any system of direct management, and any attempt on the part of Government or local bodies to take over private aided institutions under their management would probably be viewed with disfavour by the general public and will perhaps be inconsistent with the policy enunciated by the Education Commission that private enterprise should be encouraged wherever possible. It was with reference mainly to these considerations that the proposal made in 1902 to establish a

It might be done through the local boards with the aid of subsidies.

L.M.W.—9-8-10.

Vide the late Mr. G. H. Stuart's demi-official on page 2 of the notes with G.O. No. 251, Educational, dated 27th May 1903.

number of Government model primary schools in this Presidency was abandoned. The best way therefore of bringing about the expansion of elementary education appears to be by aiding under the grant-in-aid rules, private schools which either for want of funds or for other causes have not hitherto received any help either from Government or from local funds. As pointed out above, there are already 4,764 public unaided schools* and 4,600 private unaided schools and the first beginnings in the direction of extension of elementary education may therefore be made by bringing these schools under departmental control and by aiding them either from provincial or from local funds.

If the schools are to be provincial and located where they are most wanted local board schools should be established.

L. M. WYNCH.

* The Director of Public Instruction tells me that the majority of these do not require aid.

L. M. W.

education may therefore be made by bringing these schools under departmental control and by aiding them either from provincial or from local funds.

30. *Liability of provincial and local funds in the matter of expansion of elementary education.*—The question now arises how far this process of expansion should be contributed by provincial funds and how far by local funds. Previous to 1903 all aid to elementary schools was given from or through local funds, a system which was based on the principle that local bodies were primarily responsible for the development of elementary education both in municipal and in rural areas. But the funds of the local bodies were generally

insufficient for the purpose of maintaining their own schools with the standard rate of pay prescribed for elementary schoolmasters, and in almost all cases quite insufficient for the payment, in addition, of the teaching grants on the standard scale to managers of aided elementary schools, and the Government had to supplement the funds of the local bodies with subsidies so as to enable them to meet satisfactorily their liabilities in accordance with the provisions of Grant-in-Aid Code. The effect of the payment of these subsidies was, however, not an increase in the amounts actually allotted by local bodies from their own funds for elementary education as was anticipated. On the other hand, it was found that as the subsidies went on increasing the local bodies exhibited a tendency to reduce the allotments from their own funds for this purpose. It was therefore decided that teaching grants on behalf of aided elementary schools should be payable direct from provincial funds instead of through local funds as was done before, and local boards and municipal councils have now been made liable to the payment of grants to elementary schools only so far as their funds would permit.

31. *Subsidies to district boards.*—The above system was introduced from 1st April 1909. Previous to that date, district boards were granted subsidies from provincial funds for the following purposes, namely,

- (1) for the maintenance of local board schools (elementary and secondary) and
- (2) for payment of teaching grants to aided elementary schools.

The amount of subsidy for which credit was taken in the budget estimates of district boards for 1905–09 was Rs. 3.33 lakhs for board schools and Rs. 7.11 lakhs for payment of teaching grants to aided elementary schools. Previous to the issue of G.O. No. 800, Educational, dated 2nd December 1908, the receipts and the educational expenditure of the various district boards were examined and it was found that subject to variations in certain districts, 15 per cent. of the income from land-cess or 10 per cent. of their total income from all sources might be regarded as a reasonable proportion of their income, in addition to receipts from school fees which

Paragraphs 3 and 4 of Mr. Taylor's note on page 2 of the notes with G.O. No. 800, Educational, dated 2nd December 1908.

district boards might be required to expend on education, and the net expenditure from local funds for 1908–1909, which had been placed in the budgets as high as it could be, having regard to the claims of other branches of administration, might in almost every case be regarded as approximating to the sum which in normal years, and subject to the ordinary expansion of its resources, each board could be expected to spend on education. The amount which was then arrived at as the probable sum which could be allotted by district boards for education was Rs. 8,56,520, while the amount of subsidy fixed in 1908–1909 was Rs. 3.83 lakhs for board schools and Rs. 7.11 lakhs for aided schools.

32. Owing however to the change in the system of payment of teaching grants to aided elementary schools inaugurated by G.O. No. 800, Educational, dated 2nd December 1908, and to the provincialization of the agency of supervisors of elementary schools, it was decided that the provincial subsidies paid to district boards should be reduced by the cost of the supervisors' establishments which was till then incurred by those bodies and by the amount of grant-in-aid payable to elementary schools for which provision

had been made in the district boards' budgets. As a result of this adjustment, the actual subsidy payable to district boards from provincial funds was reduced from Rs. 10.94* lakhs to Rs. 2.06 lakhs in 1909–1910, while only a small sum of Rs. 26,370 was provided by only six district boards on account of teaching grants to elementary schools out of their funds. For the year 1910–1911 the amount of subsidy from provincial funds taken credit for in the district boards' budgets is Rs. 2.01† lakhs and excepting the District Board of Guntur which has provided Rs. 10,710 in its budget for 1910–1911, no other district board has made any provision for teaching grants to aided elementary schools.

* 3.83

7.11

10.94

G.O. No. 1547 L., dated 18th November 1908.

† Of this Rs. 10,920 represents subsidy to the Bellary District Board for elementary school buildings. The actual amount of subsidy for elementary education is thus only 1.90 lakhs.

33. The following statement shows the total receipts of district boards excluding opening balances and contributions from the year 1906–1907 the net expenditure on education incurred by those bodies and the expenditure on elementary education incurred out of local funds:—

Year.	Total receipts excluding contributions and balances.	Net expenditure on education.		Expenditure on elementary education.	
		RS. (IN LAKHS).		RS. (IN LAKHS).	
		A.	B.	A.	B.
1906–1907	103.03	8.56	6.21	6.04	4.99
1907–1908	108.63	9.42	6.63	6.08	5.68
1908–1909	109.04	11.28	8.56	8.75	7.53
1909–1910	111.18	11.88*	8.99	9.18	7.89
1910–1911	114.24	11.71*	8.97	8.97	7.90
Rate of increase per annum per cent.	2.62	9.23	9.65	10.30	12.17

* The decrease in 1910–1911 is due mainly to the reduction in teaching grants payable by some of the boards from 26,370 to 10,710.

A. These figures represent the net expenditure excluding only the provincial grants.

B. These figures represent the net expenditure excluding provincial subsidies, school fees, etc.

It will be observed that the receipts of district boards have increased from 103.03 lakhs in 1906–1907 to 114.24 lakhs in 1910–1911. This gives a net increase of 11.21 lakhs in four years or an average of 2.8 lakhs a year, showing an increase at the rate of 2.62 per cent. per annum. The expenditure from local funds on education during this period

The figures here exclude only Provincial grants, but do not exclude school fees, etc.

has also risen from 8.56 to 11.71 lakhs, while the expenditure on elementary education from the same source during that period has advanced from 6.06 to 8.97 lakhs. The rate of increase in the former case is 9.23 per cent. per annum, while in the latter case the rate is 10.30 per cent. per annum. It will thus be seen that the total educational expenditure from local funds and the expenditure from those funds on elementary education has progressed during the last four years at a rate which is about four times as large as the increase in the revenues of the district boards. In the case of

municipal funds the rate of increase in revenues is 3.49 per cent. per annum, the rate of increase in educational expenditure 3.12 per cent. while the rate of increase of expenditure on elementary education is 7.8 per cent.

34. The statement below gives the statistics as regards Provincial revenues and the expenditure therefrom on education and on elementary education :—

Year.	Total Provincial revenues.	Total expenditure from Provincial funds on education.	Expenditure from Provincial funds on elementary education.
Of statement on page 11 of the notes to G.O. No. 516, Financial, dated 19th November 1909.	LAKHS.	LAKHS.	LAKHS.
1906-1907	561.92	36.49	21.07
1907-1908	573.87	39.64	20.88
1908-1909	582.15	39.64	22.78
1909-1910	598.15	40.43	24.77
1910-1911	613.04	44.11	25.95
Rate of increase per annum, per cent.	2.8	5.8	5.4

* Including expenditure on school buildings. Excluding expenditure on school buildings the growth of educational expenditure was 4.7 per cent. per annum.

Thus the expenditure on education in general and on elementary education in particular from Provincial funds has increased during the four years 1906-1907 to 1910-1911 at a rate which is about twice as large as the increase in the Provincial revenues. The rate of increase in the case of local funds has been much larger. If therefore any inference is to be drawn from the above statistics, it is that Provincial should spend much more on the expansion of elementary education before local funds may fairly be called upon to increase their allotments for elementary education. There appears, however, to be some scope for municipal funds making some extra provision for education in general and also for elementary education.

35. From the figures given in the two preceding paragraphs it is further

observed that while local boards spend on elementary education on an average about three-fourths of their total allotment for education, Provincial spend about 60 per cent. while the expenditure of municipal councils on elementary education averages only about one-third of their total allotment for education.

In municipal towns the percentage of boys attending school to school-going population is very much higher than it is in the districts.

L. M. WYNCH—9-8-10.

36. The total amount allotted on account of elementary education from Provincial, local and municipal funds for the year 1910-11 is 37.45 lakhs. The total male population of school-age in this Presidency according to the census of 1901 is 2,826,295 and at the rate of Rs. 3.8 per head the cost of the elementary education of these pupils will come to Rs. 107.40 lakhs. The present allotment from public funds thus represents only about 35 per cent. of the expenditure which will be required if elementary education is to be given to all boys of school-age.

37. Any scheme which may be drawn up by the Director of Public Instruction for the expansion of elementary education need not however be introduced simultaneously in all parts of the Presidency. The more backward districts may be dealt with first, the funds required being provided entirely out of Provincial funds, while in the more advanced districts the local boards may be urged to take action by providing larger funds in their budgets for the purpose. By this means a general expansion of elementary education may be brought about in all parts of the Presidency without placing any undue strain either on the Provincial revenues or on the revenues of local boards and municipal councils.

K. RANGASWAMI AIYANGAR—6-6-10.

I have not noted on this, because I do not know the object for which Secretary wants the above information.

S. H. SLATER—13-6-11.

Honourable Member—

The net expenditure by district boards on elementary education has averaged about 9 lakhs during the last three years.

Statement on page 11 *supra*.
Page 2 of notes with G.O. No. 800, dated 2nd December 1908.

In paragraph 4 of his note, dated 26th May 1908, Mr. Taylor said that 8.78 lakhs was as much as could be made available by the district boards.

2. The average annual increase of expenditure on elementary education during the past five years has been 10.30 per cent. as against an average increment of revenue of 2.62 per cent.

3. The conclusion may, therefore, I think be accepted that district boards cannot do much more for the advancement of elementary education in the near future.

4. The only boards which are not in receipt of any grants-in-aid for elementary Education are—

South Canara	Madura.
Chingleput.	Nellore.
Ganjām.	Tanjore.
Guntur (pays Rs. 10,710 as teaching grants).	Tinnevely.
	Trichinopoly.

5. Of these Nellore is one of the most backward districts in which elementary education requires extension. The Nellore Board might perhaps do a little more than it has done in the past as its net expenditure on education (Rs. 31,400) falls short of the standard referred to on page 10 of the notes *supra* which would come up to 37 or 38,000 rupees.

6. Amongst the remaining districts a grant of 2.10 lakhs is distributed. The distribution was in the first instance determined by the subsidies which the boards were receiving in 1908-1909 when they were relieved of teaching grants and the cost of supervisors.

The bulk of the grant is now appropriated by the following districts :—

	rs.
Góddávari	33,430
Kistna	30,340
Salem	30,600
Vizagapatam	24,870
Kurnool	16,000
Malabar	15,750
Total	1,50,990

Of these Góddávari, Kistna and Malabar are rich districts spending respectively 1.17 lakhs, 1.39 lakhs and .71 lakh on education out of their own funds besides the grants. The expenditure on communications, after deducting allotments from balances, does not much exceed the prescribed minimum of $\frac{1}{2}$ receipts from land-cess *plus* tolls *plus* two-thirds of the subsidies from the 14 lakhs grants. The closing balances in the current year are, in the case of Góddávari and Kistna, less than or only a little in excess of the Provincial grants for education so that it is plain that these grants cannot be curtailed in future without a reduction in the number of Board schools maintained.

The other three districts Salem, Vizagapatam and Kurnool are backward in the matter of education and the grants in these cases are justifiable.

7. The most backward districts judged by the standard of (1) percentage of boys under instruction to total school-going population and (2) average area in square miles to each school are —

Page 8 of these notes.

	RS.
Vizagapatam	* 24,870
Bellary	+ 12,000
Anantapur	5,000
Chidambaram	8,000
Nellore	Nil.
Coimbatore	5,000
Salem	30,600

* These figures represent grants-in-aid given this year.

+ This includes Rs. 10,920, subsidy for Elementary school buildings.

8. There are, however, a large number of villages (285) with a population of 2,000 inhabitants scattered throughout all the districts in the Presidency which

Page 8 of notes.

have no school at all, besides a much larger number of villages with a smaller population but still of considerable size.

9. Out of the 2-10 lakhs grant for the current year 1-90 lakhs has been allotted for upkeep of schools and Rs. 11,000 has been given to Bellary for repair of school-houses. The remaining Rs. 9,000 is held in reserve for re-appropriation on receipt at the end of the year of the Director of Public Instruction's final distribution.

10. Taking it then that the cost of maintaining existing elementary schools will be—

9 lakhs found by district boards,

1-90 lakhs Government grant,

the question I wish to submit for orders is what policy should be laid down in future for financing the spread of elementary education.

Should we adopt a policy of aiding district boards to build and maintain more board schools, or should we leave the extension of elementary education to private effort (stimulated by the Educational officers in the various districts).

The practice at present is for the Educational officers to send in lists of aided schools for each range adding thereto such new schools as have been opened and are eligible for grant under the rules.

The Director of Public Instruction frames his budget under the head of teaching grants accordingly.

The number of aided schools fluctuates considerably from year to year, but on the whole there is a steady increase.

The opening of new schools under this system naturally depends on a great many factors—demand for education, supply of teachers, managers, etc. It cannot be forced and in the backward districts progress must necessarily be very slow.

11. Discussing the matter with the Director of Public Instruction I came to the conclusion that the most feasible system would be that of subsidizing district boards to open new schools.

The plan I would suggest would take somewhat the following shape:—

(i) The district board budget expenditure for the current year (after such further scrutiny as may be necessary) would be taken as the standard.

(ii) Similarly the distribution of 1-90 lakhs out of the 2-10 lakhs grant would be stereotyped.

* Assuming that the Provincial grant will continue to be at least Rs. 2-10 lakhs.

(iii) The balance of Rs. 20,000 * plus such further sum as financial may be able to allot in future would be distributed amongst the district as follows:—

The Director of Public Instruction will submit for each district lists of villages

The Director of Public Instruction has these lists already and is calling for information as to population and relative urgency of demand for schools.

L. M. WYNCH.

with a population of 1,500 and upwards having no schools. The lists will be drawn up in order of urgency taking into consideration the local demand for a school and the facilities, if any, for attending other schools in the neighbourhood.

Out of these lists preference would be given to the districts enumerated in paragraph 7 on page 14 *ante* as being the most backward.

In other districts the boards would be called upon to open new schools if their expenditure on education fell short of the standard and funds could be made available, or Educational officers would endeavour to get managers to start schools and, if they succeeded, include them as they now do in their lists of schools to be aided out of the Director of Public Instruction's teaching grant.

12. If some such system as the above were adopted, the distribution of the Government subsidies would be regularised for the future, and a recurrence of

E.g. South Arcot and Bellary.

what happened this year of two district board presidents directing their taluk board presidents to close elementary schools because their budget would not balance, without first ascertaining from Government whether any grants-in-aid would be forthcoming, would be obviated, and presidents would also understand what subsidies they could reckon upon in framing their budgets and also that, provided the district

board expenditure on education had not fallen below the standard, they could apply for grants-in-aid for starting new schools, instead of as some do now vetoing the proposals of the Educational officers

L.M.W.

straight away for "want of funds" without affording Government any intimation of the fact.

13. The Decentralization Commission want to leave the establishments and control of schools very much to the taluk boards (pages 253 and 254 of the report). But, as pointed out in the foregoing notes, these boards have not the funds for any further systematic extension of elementary education and the distribution of the Government subsidies can be regulated better through the agency of the Educational department than through the local boards who have no inspecting staff at all at present. The policy of the Commission is almost the exact reverse of what we have done in the last few years and to carry it out we should have to give back the supervisors to the boards and the distribution of grants-in-aid and increase their subsidies again accordingly.

14. In the case of municipalities no subsidies are paid by Government in aid of elementary education. On the other hand the councils pay, in many cases, the whole or part of the grants-in-aid (teaching grants, for elementary schools. The amounts so paid vary from year to year according to the state of municipal finances and the claims of other services, and the percentage which the net expenditure on education bears to the total municipal revenue from taxation.

The general average for all municipalities is 11-8 per cent, and where the net expenditure is in excess of this, the Director of Public Instruction's proposals for an increased contribution from municipal funds for teaching grants are usually disallowed. When it falls below, the budget is, if possible, revised so as to increase the amount.

15. In most towns the percentage of boys at schools to the male population of school-going age is high and the need for extension of primary education is not so marked as it is in districts.

There does not seem therefore to be any special reason for making grants to municipalities for the education of boys and the present system may continue.

16. The chief need in municipal towns is the expansion of girls' schools and I would propose to bear this in mind when dealing with the municipal budgets next year. Hitherto there has been rather a tendency in dealing with the budgets and

administration reports to ignore the number of schools and scholars not maintained or aided out of municipal funds, and where, as is the case in some towns, the percentage of boys attending school (whether municipal or other) exceeds the computed school-going population, municipal funds, if available, might very well be appropriated for the extension of girls' schools.

A reference has been made to Bombay as desired by Honourable Member to ascertain upon what system Government subsidies are distributed in that Presidency.

L. M. WYCH—16-8-11.

It seems to me a question whether our future development of primary education is to be by means of a great increase in the number of local fund and municipal schools or whether our efforts are to be directed in the main to the increase of aided private management schools. On the way this question is settled, and it can hardly be settled until we know the views of the new Educational Department of the Government of India,—will depend whether we shall now further assist elementary education by subsidies to local board for opening schools or by telling the Director of Public Instruction to get these schools opened by private managers and grant them aid under the Code.

As matters stand I am inclined to think that at present until we settle our future policy we must work through the Director of Public Instruction by means of the Grant-in-Aid Code.

As to our present Grant-in-Aid Code, I note here that that Code does nothing towards encouraging the better pay of the higher-trained teachers.

I think it is time that a reference should be made to the Director of Public Instruction as regards the Grant-in-Aid Code, and that he should be asked whether he does not consider that the Grant-in-Aid Code should be amended in some directions and if so to report on the matter. It appears to me that—

(A) the Grant-in-Aid Code does not, as drafted at present, give sufficient inducements to schoolmasters to become trained and obtain certificates. On this point the letter from the Government of Bombay, dated 28th September 1910, No. 1776, should be sent to the Director of Public Instruction for his perusal. Under article 15 of the Grant-in-Aid Code no matter whether the teacher is certificated or not the allotment is Rs. 36 for each teacher. It seems to me that it may be advisable to give larger grants in cases where teachers have been trained and obtain certificates. At present naturally the manager of the school who knows that it can obtain Rs. 36 and no more for each teacher, will pay the teacher at the lowest rate possible. If on the other hand, he could obtain a larger grant for a trained teacher he would be more likely to employ him. It might also be advisable to pay teachers employed to teach standards higher than the third, a higher grant. This no doubt would be considered by the Director.

(B) In the Educational Rules, under rule 84 (1) in schools containing the four lower standards only the fees may be appropriated by the headmaster. I understand that the Director of Public Instruction has had representations from some districts that this rule works in the direction of preventing the lower elementary schools from developing into higher elementary schools. It is true that under rule 83 in schools containing the four lower standards only the trained teacher apparently is eligible for a grant at the rate of Re. 1 a year for boys and Rs. 2 for girls, but this grant apparently is not given if there is higher standard in the school than the third standard. I doubt whether the inducements under the Code afforded to a master to get himself trained and to raise the standard of his school, are sufficient, at the same time that if the managers of an incomplete secondary school are compelled to reduce their school to the elementary grade, they will under the present Code probably benefit more by reducing it to be a lower elementary school than if they continued it as a higher elementary school.

(C) The Director at the same time that he is instructed as above, might be asked to scrutinise both the Educational rules and the Grant-in-Aid Code and report whether any other modifications or amendments of these Codes are required now.

(D) There is one other point in which I think the Grant-in-Aid Code might be amended. In the Bombay Code the average attendance of pupils in an elementary school entitling the school to grant is 15. In our Code I think it is 25 although I cannot at this moment find the rule on the subject. It might be worth considering whether it should be reduced to 15 as it is in Bombay. I see the limit of 25 pupils apparently only applies to secondary schools. The Director of Public Instruction might be asked what is the limit as regards the elementary schools.

The Secretary will be good enough to send a reference of note on this note to the Director of Public Instruction in order that the matter may be examined as soon as possible.

M. H[AMMIK]—16-12-10.

Please draft an official memorandum to Director of Public Instruction.

C. A. INNES—17-12-10.

A draft memorandum to the Director of Public Instruction is submitted for approval.

K.R.—22-12-10.

Issue as altered.

C. A. INNES—23-12-10.

[Memorandum No. 1925-1, Educational, dated 24th December 1910.]

From the Director of Public Instruction, dated 23rd January 1911.

In Memorandum No. 1925-1, dated 24th December 1910, the Director of Public Instruction was asked to report in what respects the Madras Educational Rules and the Grant-in-Aid Code required revision in order—

- (1) to encourage the opening of higher standards in elementary schools, and
- (2) to induce teachers of elementary schools to get themselves trained.

2. The Director of Public Instruction's reply to this reference is contained in his letter read above. He observes that the modifications of the Educational rules and the Grant-in-Aid Code that may be necessary to carry out the above objects will have to be considered with reference to board elementary schools, and aided schools, respectively.

3. Taking first the case of board elementary schools, it has to be considered what steps should be taken to encourage the opening of higher standards in existing elementary schools and also to encourage teachers in these schools to get themselves trained.

4. As regards the opening of higher standards in existing elementary schools, the Director of Public Instruction points out that there are at present 1,688 lower elementary schools, that is, elementary schools having the fourth as the highest standard, as against 1,650 elementary schools having no standards higher than the third. He observes that the inspecting officers are almost unanimously of opinion that the existing rules retard the opening of higher standards than the third in existing elementary schools, the reason being that a headmaster of an elementary school loses by the opening of the fourth standard both in capitation allowance and in fees and that even if the opening of the fourth standard results in an improved scale of pay for the school, this by no means necessarily indemnifies him.

5. Mr. Stone expresses the opinion that the only means of equalizing the conditions of service in the two classes of elementary schools above referred to, is either by the abolition of capitation allowance altogether and the payment of all fees into the treasury, or by the extension of the capitation allowance and the appropriation of fees by the teachers to schools with the fourth as the highest standard. He considers the former proposal objectionable. The capitation allowance system, he observes, is a valuable feature of the rules as it encourages teachers to improve

the strength of schools by giving them a direct interest in it, and allows the special treatment of girls and of pupils of the backward classes. The system of allowing the teachers to appropriate the fees, Mr. Stone observes, amounts in practice to some approach to free education, as the parents pay what they can and in sending their children to a board school they are in the same position as if they were sending them to a teacher-manager school. This system has got the further advantage that it facilitates the taking over of all teacher-manager schools by boards, as neither teachers nor parents can be adversely affected by the transfer, and also increases the direct interest of the headmasters in the progress of their schools and if, as is often the case, the teachers share the fees, of all the teachers.

6. The Hon'ble Mr. Stone therefore considers that elementary education would suffer by the abolition of the system of capitation allowance and of the system of appropriation of the fees by the teachers in schools containing the four lower standards only.

7. The other alternative open is to extend the payment of capitation allowance and the retention of fees by teachers in all elementary schools. Mr. Stone is not disposed to accept both of the two alternatives above referred to. He would extend the capitation allowance to all elementary schools, but would not extend the retention of fees by all elementary schoolmasters. He considers that the latter concession would involve a loss to the Boards of any sum of Rs 84,882 per annum, and that it is probably not necessary for increasing the proportion of lower elementary schools, as the capitation allowance and the higher rates of pay allowed will go far to indemnify the teachers for the loss of fees. If his proposal to extend the payment of capitation allowance to all elementary schools is accepted, Mr. Stone estimates that there will be an increase of expenditure by Rs. 76,008 per annum, which he considers the Government will have to contribute in view of the inability of the local boards themselves to meet the extra expenditure. As regards the encouragement of teachers to undergo training, he considers that no amendment of the Educational rules is necessary as only trained teachers are eligible for capitation allowance, and as ordinarily only trained men are allowed higher rates of pay under rule 82 of the Educational rules.

8. Rule 83 of the Educational rules, which applies to schools under public management, lays down that "in schools containing the four lower standards only, "each trained teacher will be eligible, where funds permit, for a share of the capitation allowance made to the school calculated on the average daily attendance at the rate of Re. 1 a year per head or Rs. 2 in the case of girls, panchamas and pupils belonging to the castes or classes which have been declared by Government to be backward." The amount of capitation allowance is ordinarily divided equally among

Vide rule 83.

the trained teachers and if, in any case, the work of a particular teacher is reported by the inspecting officer to be unsatisfactory, his share may be reduced or disallowed. The payment of this allowance, so far as the local body which manages the school is concerned, is dependent upon the state of its funds and so far as the teachers are concerned, it depends upon their being trained and generally upon their good work.

9. The object of introducing the system of capitation allowance, which was a peculiar feature of the new Educational rules of 1906, was that it should serve as an incentive to teachers to increase the attendance in their schools and also as a stimulus to them to get themselves trained. The necessity for the payment of these capitation allowances has been re-affirmed by the Government in connection with the revision of the establishments of elementary schools under the several district boards and municipal councils which was carried out in 1907, large subsidies having been made from Provincial funds to enable the local bodies to employ teachers on the higher rates of pay provided in the Educational rules and also to pay the capitation allowances. It is true that the new Educational rules provide for a slightly increased scale of pay for the

G.O. No. 395, Educational, dated 20th June 1907.

G.O. No. 498, Educational, dated 2nd August 1907.

elementary schoolmasters than was in force previously, but even as it is the minimum

* The lowest pay for unqualified teachers in Bombay is Rs. 9. For unqualified teachers of five years' standing the pay is Rs. 10. For untrained headmasters Rs. 11. For trained headmasters Rs. 12 is the minimum pay. For all trained assistants Rs. 11.

to make him do his work properly. To abolish the system of capitation allowance is, as observed by the Hon'ble Mr. Stone, inexpedient at any rate at present, and as pointed out by him, it would involve a great deal of complication to make good the loss consequent on the abolition of the capitation allowance by an increase in the scale of salaries.

10. If, therefore, elementary schoolmasters are to be encouraged to open higher standards in their schools, the proper course seems to be not to abolish the existing system of paying capitation allowance in the elementary schools with the first four lower standards only (*vide rule 83*) but to introduce the allowance even in schools with the fourth and higher standards.

G.O. No. 190, Educational, dated 9th April 1910.

G.O. No. 605, Educational, dated 10th September 1907.

Agency tracts of Ganjam, Vizagapatam and Gôdâvari, and in all Government Muhammadan elementary schools in the Presidency. Practically the system is in force in all Government elementary schools, except in the elementary model schools attached to the Government training schools and in Government girls' schools. The adoption of the Director of Public Instruction's proposal would involve an additional outlay from Provincial funds in the shape of capitation allowance to all the pupils including those in the fourth and higher standards in these institutions. The numbers on the rolls of the institutions containing these higher standards on the 31st March 1910 were 3,383 boys and 16,226 girls with an average attendance

Why should we give capitation grant in model schools? I suppose in any case the Inspectors take care good teachers are engaged in these schools.

M. H. [AMMICK].

If model schools are excluded capitation allowance will have to be given only to 11,160 girls in average attendance which means an extra expenditure of Rs. 22,320 at the existing rate of Rs. 2 or Rs. 11,160 at the rate of Re. 1 suggested in paragraph 12 *infra*.

K.R.—10-8-11.

of 2,770 and 11,160 respectively, and assuming that the allowance for the fourth and higher standards is also given at the same rate as for the lower standards, the extra expenditure to the State will be Rs. 25,090 (Rs. 2,770 + 22,320) per annum.

11. The case of local and municipal elementary schools has next to be considered. There were on the 31st March 1910, 3,671 elementary schools for boys and 29 elementary schools for girls under the management of local boards and municipal councils, and the following abstract shows the numbers of schools and of pupils in schools having standards above the fourth as compared with other schools:—

		Number of schools.	Strength in standards up to third.	Strength in the fourth and higher standards.
1. Schools having standards above the fourth ..	Boys 45 Girls 6	45 6	4,374 765	1,515 114
2. Schools having standards up to the fourth ..	Boys 1,822 Girls 7	1,822 7	1,11,439 617	13,871 49
<i>Average attendance.</i>				
Boys 1,08,598 Girls 1,167				
3. Schools having standards below the fourth ..	Boys 1,804 Girls 16	1,804 16	78,411 1,202	..
<i>Average attendance.</i>				
Boys 61,199 Girls 883				

12. It will be seen from the above that the result of the payment of capitation allowance to all elementary schools under the management of local boards and municipal councils would be an increased expenditure of Rs. 1,10,932 per annum from the funds of those bodies. The Director of Public Instruction, however, estimates the increase on this account at Rs. 76,008, basing his calculation on the number of trained teachers employed in these schools (3,167) and on the average rate of capitation allowance (Rs. 2 per mensem) earned by each teacher. It is, however, observed that under rule 83 of the educational rules the capitation allowance is calculated on the average attendance, although the amount thus arrived at is shared by the trained teachers and it would be more accurate to base the calculation on the average attendance rather than on the number of teachers. The extra cost involved by the proposal is thus enormous and with the opening of additional schools towards which the Government are subsidizing the local boards, the cost will rise still further. The only way of minimising the extra cost and at the same time affording inducements for the opening of higher standards in elementary schools is probably to reduce the rate of the allowance to annas 8 (Re. 1 may be fixed in the case of girls and backward classes) which is the amount of capitation grant paid in the case of aided schools. If this is done, the boards will have to pay capitation allowance in all for 169,797 boys and 2,049 girls in average attendance, and at the rate of As. 8 for each boy and 1 Re. for each girl, the cost of this will approximate Rs. 86,947 against the expenditure at present incurred of Rs. 62,963,* an increase of only about Rs. 24,000, which, when distributed among 24 district boards and 61 municipalities, will add but little to the burden of the local bodies. The question of fixing the capitation allowance at the same rate as the capitation grant to aided schools was raised in the notes to G.O. No. 509, Educational, dated 31st July 1906. But it was considered that the wording of the rule which said that the allowance was payable where funds permitted made it clear that the rate was only the maximum.

* Vide article 15 of the Grant-in-aid Code.
For 61,199 boys in average attendance at one (1) rupee each and for 882 girls at Rs. 2 each.

boards and 61 municipalities, will add but little to the burden of the local bodies. The question of fixing the capitation allowance at the same rate as the capitation grant to aided schools was raised in the notes to G.O. No. 509, Educational, dated 31st July 1906. But it was considered that the wording of the rule which said that the allowance was payable where funds permitted made it clear that the rate was only the maximum.

13. As regards aided schools, article 15 of the Grant-in-Aid Code provides for the payment of a teaching grant of Rs. 36 per year for each teacher and a capitation grant of Rs. 8 per year for each pupil in average attendance. In the case of these schools, Mr. Stone considers that the employment of trained teachers can best be encouraged by increasing the amount of teaching grants for trained teachers of the different grades. He proposes an additional grant for each trained teacher of the elementary grade and suggests the following scale of teaching grants for adoption in those schools:—

	Rs.
(1) For each teacher	36
(2) For each trained teacher of the elementary grade	36 + 6
(3) For each trained teacher of the higher elementary grade	36 + 12
(4) For each trained teacher of the secondary grade	36 + 24

Mr. Stone estimates the increased expenditure on account of this proposal at Rs. 62,370 per annum. Mr. Stone considers that no encouragement is necessary for the purpose of opening higher standards in elementary schools, as the improvement in the teaching staff in them may be expected to lead to the raising of the standards of the school.

14. The Director of Public Instruction has not dealt with this aspect of the question as fully as could be desired. Nor is it possible, with the figures available in the Public Instruction report, to check the estimate of extra expenditure submitted by him. Article 15 of the Grant-in-Aid Code as it now stands makes no distinction between trained and untrained teachers in regard to teaching grants; nor does it distinguish between elementary schools with the four lower standards only and schools with the higher standards in the matter of capitation grants. The Director of Public Instruction seems to be of the opinion that the introduction of a differentiated scale of teaching grants (a higher scale being allowed to trained teachers of the various grades) would not only act as an incentive to teachers in aided

elementary schools to get themselves trained, but will also lead to the opening of higher standards in those schools. Although the adoption of his graduated scale of teaching grants would stimulate the employment of trained teachers by managers of elementary schools and also induce the teacher-managers to get themselves trained, it is difficult to understand how the opening of higher standards in the aided elementary schools will follow as a natural result of its introduction.

15. As pointed out by the Director of Public Instruction there is nothing in the Code to prevent the opening of higher standards, but what the Government apparently intend is to offer some inducement for opening the higher standards. The capitation grant of As. 8 per pupil is the same for all standards of elementary schools and so long as this is so, managers of schools will have no incentive to open the higher standards, which only means payment of a higher rate of pay for the teachers. A manager will no doubt try to employ trained teachers for all the four * lower standards in his school because he can get the higher rate of teaching grants, but it will not pay him to open the fourth and higher standards, for then he will have to pay higher rates of salary to the teachers of the higher standards while getting no return for the increased expenditure.

16. The question of revising the scale of teaching and capitation grants in the case of elementary schools, with higher standards than the third, was considered by Government in 1908, in connection with the memorial of the Missionary Council on Aided Education. In paragraph 5 (a) of their memorial, dated 11th April 1907, the Missionary Council pointed out as follows:—

The grant of Rs. 36 a year for each teacher together with As. 8 for each pupil in average daily attendance is suited to the needs of schools only of the very lowest grade, that is, schools in villages in which the fourth standard and in which the highest class is the fourth standard and in which there are therefore five classes, a better-paid staff is required and for such schools the grant of Rs. 36 a year towards the salary of each teacher is inadequate. In schools with a fifth, sixth or seventh standard class, which elementary schools in towns usually have, and for the teachers of which correspondingly higher salaries must be paid, this grant is wholly inadequate.

17. Mr. Logan, who was then acting as Director of Public Instruction, admitted the force of this objection and expressed his apprehension that unless altered the rule would result in a large decrease in the number of schools with standards above the third. He also felt convinced that a graduated scale of grants to teachers was most desirable.

18. The Secretary (Mr. Taylor) thereupon suggested a sliding scale of grants, which was as shown below—

Rs. 3 for each master where one master was employed.
Rs. 3-8-0 for each master where two masters were employed.
Rs. 4 for each master where three or four were employed.
Rs. 5 " " " five or six were employed.
Rs. 6 " " " seven or eight were employed.

19. The Hon'ble Member, Sir George Forbes, did not approve of the sliding scale suggested by Mr. Taylor, but said that he would be prepared to consider the question of increasing the grants for teachers employed for the fourth standard and upwards. At the same time he observed that in the higher standards higher fees were apparently paid, that the cost of those classes was so proportionately met, and that it would probably suffice to raise the teachers' grant for such classes from Rs. 36 to Rs. 50.

20. In the meantime Mr. Logan, the Acting Director of Public Instruction, suggested that schools containing the fourth and higher standards should be graduated according to the number of teachers and that the grant for each school should be 40 per cent. of the amount of the salaries calculated at the rates of rule 82 of the Madras Educational rules. He calculated that the scale of grants on this basis would be as follows :—

Staff grants to schools having the fourth and higher standards.

Number of teachers.	Monthly salaries according to scale of rule 82.	Grant	
		Per month.	Per annum.
1	Rs. 8	Rs. 3	Rs. 36
2	18	7	84
3	30	12	144
4	45	18	216
5	65	26	312
6	90	36	432
7	120	48	576
8	160	64	768

21. As regards the additional cost which his graduated scale would involve, Mr. Logan said :—

We have no tabulated information as to the number of schools of each class, and without this information a reliable estimate of the additional cost which this scheme will entail cannot be formed. In the manuscript lists of schools aided in 1906-1907, however, the standard of each aided school and the number of teachers were given and it would be possible from these lists to tabulate the various classes of aided elementary schools for the purpose of estimating the grant, but it would take at least a fortnight to make the tabulation.

I have accordingly selected four districts in different parts of the Presidency as (Ganjam, Bellary, Trichinopoly and Tinnevely) samples, and find that in these four districts there are 4,856 teachers in aided schools, who under the present scale would receive Rs. 14,568 per mensem and under the new scale of Rs. 15,465, an increase of 6.2 per cent. The increase per cent. varies from 4 in Ganjam to 9.4 in Trichinopoly, and the average of the percentages is 6.4.

I think that if we assume that the scheme will require 6.25 per cent. addition to the grants calculated on the Rs. 36 basis we shall be within the mark. Taking the total grant as Rs. 13,00,000, the additional cost will be Rs. 81,250.

22. The Government, however, passed no orders on this question and decided that it should lie over until the receipt of the report of the Director of Public Instruction as to the advisability of increasing the capitation grants to standards above the third and its cost.

23. As regards capitation grants, the Secretary, Mr. Taylor, noted :—

As to the uniform capitation grant of As. 8 per head for all pupils including infants there is something to be said on both sides. The higher the standard, the higher the qualifications of the master will be, and the higher also will be the master's pay. Perhaps a higher rate might be allowed for pupils in standards over the fourth, a reduction being made from As. 8 to As. 4 in the case of infants.

24. The Hon'ble Member, Sir G. Forbes, noted :—

I am inclined, as suggested by Mr. Taylor, to reduce the capitation for infants to As. 4, a proposal which he tells me he has ascertained that many would approve, and distribute the saving in raising the capitation in the fourth and higher standards.

25. In Memorandum No. 1290-2, Educational, dated 12th October 1907, the Director of Public Instruction was accordingly requested to report on the above suggestion and to advise on the rates at which the grants for the fourth and higher standards should be fixed if effect was given to the suggestion and to submit an estimate of the additional cost involved.

26. In reply to the above memorandum, Dr. Bourne reported that he was not in favour of reducing the capitation grant for the pupils in the infant standards to four annas. He observed that, if any reduction had to be made, it should affect the four lowest standards equally, as otherwise there would be continual attempts to promote pupils unduly for the sake of the higher grant even in schools with these standards only. He therefore considered that any reduction was unnecessary and undesirable.

Dr. Bourne further classified the schools aided under chapter III of the Grant-in-Aid Code under the following heads :—

(i) Schools with standards infant to III. (These numbered 10,000 out of a total of 21,000.)

(ii) Schools with standards infant to IV in which standard IV had been added for the sake of a few pupils to whom the teacher devoted much attention to the neglect of lower standards.

(iii) Schools with standards infant to IV, more or less properly staffed and equipped and which might look forward to having higher standards.

[Dr. Bourne estimated the number of schools in groups (i) and (ii) at 2,700, but thought that a larger number would fall under group (ii) than under group (iii).]

(iv) Schools with standards higher than IV. (Dr. Bourne noted that it was not known how many of the existing schools of this class would be classed as elementary schools but said that they then numbered 50.)

Dr. Bourne stated that any alteration in the grant for the infant standard would affect injuriously the finances of the majority of the schools for the sake of a few and that such reduction was not necessary for the sake of the other schools as funds could be found for them without altering the grant for classes in group (i). He also observed that the time had come for altering the scale of grants on behalf of elementary schools (article 15 of the Grant-in-Aid Code) and that he intended proposing higher rates of grant for elementary schools containing the higher standards.

27. In a later communication (R.C. No. 3299, dated 1st June 1908) Dr. Bourne reported that after a full investigation of the position he had come to the conclusion that the matter might and should lie over for the present, the provision made at the end of article 16 of the Grant-in-Aid Code for the increase of the grant in special cases being utilized when necessary. Under the orders of the present Honourable Member the papers were then recorded, to be taken up for consideration later on, if necessary.

28. It will be seen from the above that, although the present proposal of the Director of Public Instruction to adopt a sliding scale of teaching grants, the amount of grant varying with the qualifications of the teachers employed, will go a great way towards inducing managers to employ trained teachers in their schools, it cannot serve as a stimulus towards the opening of higher standards in elementary schools. This object can be best gained by providing a slightly higher rate of teaching grants or capitation grant or of both to the fourth and higher standards. It

would perhaps be enough to allow only a higher rate of capitation grants say, 50 per cent. *extra* for all standards above the fourth. This will involve an additional outlay of Rs. 26,074 on account of grants-in-aid to elementary schools.

K. RANGASWAMI AIYANGAR—4-3-11.

I have kept this paper for a fortnight partly because it is rather a difficult file and partly because there are one or two other suggestions for the revision of the Grant-in-Aid Code with the Director of Public Instruction and I thought they might be considered together: however, as the Honourable Member has been calling for educational papers urgently to-day I send up the papers.

On the main question on which this file originated, the future policy to be adopted in subsidizing elementary education, the Honourable Member has noted that Government should wait to see the policy of the new Education department of the Government of India. Mr. Sharp may be consulted on this when he comes down next month.

As to the question of encouraging the opening of higher standards in elementary schools, to take board schools first: unless capitation allowances are to be discontinued altogether the case is clear for extending them to higher elementary schools. They are divided among trained teachers only, so this has the additional advantage of inducing teachers to be trained. I have been unable to discover why Dr. Bourne, who originally proposed that capitation allowances should be given to all elementary schools, ultimately decided to recommend that they be confined to lower elementary schools. I have consulted Mr. Butterworth, who went through the rules very carefully at the time and he was unable to give any reason for it unless it was the question of expense which formed the ground of decision.

The great objection to capitation allowance is that it is an incentive to teachers to make false entries in the attendance registers. This must be exceedingly difficult to check. At all events Government have decided to give the system a thorough trial, and there is no evidence before Government, at present, except the isolated instance of Palghat, to justify it in abandoning the experiment.

It is submitted therefore that the system of capitation allowances may be extended to higher elementary schools. Perhaps the Director of Public Instruction might be called on to report whether in the opinion of the inspecting officers the practice of making false entries in the registers was prevalent. Mr. Sharp might also be consulted about the policy of the Government of India in this matter: but it seems clear that if they are retained for any, they should be extended to all public elementary schools.

I think the Director also makes out a good case for not extending the system of allowing the teachers to retain the fees to higher elementary schools.

As to grants-in-aid I do not agree with the Deputy Registrar that the payment of extra grants to schools which employ teachers with higher certificates will not encourage the opening of higher standards in elementary schools. If a teacher with secondary training is employed, he certainly will not want to spend his time in teaching the alphabet or simple additions and subtractions. In any case it is, it is submitted, much more important to encourage the employment of highly trained teachers than the opening of higher standards. The increase of the capitation grant for pupils in the higher standard would result in the pupils being forced into higher standards before they were fit for them, which is just what we want to avoid.

Of the various systems suggested Mr. Stone's seems the best, and if the money can be found, I recommend its adoption.

If sufficient money is not forthcoming, a lower scale of increase will have to be adopted.

G. F. PADDISON—21-3-11.

* * * *

The papers may lie over for the present with the demi-official correspondence attached.

M. H[AMMIOR]—13-11-11.

The interval should be utilized for the printing of the notes and currents of which it will be convenient to have four copies in the first instance, one for Honourable Member, one for Dr. Bourne, one for Secretary and one for Superintendent.

L. DAVIDSON—14-11-11.

The notes and the current have been printed and four copies of proof obtained as directed by Secretary in his order in the sealed cover. Submitted one copy may be sent to Honourable Member and one to Dr. Bourne while one may be kept by Secretary.

Perhaps it would be better if the papers are recorded for the present.

R. SUNDARAM AIYAR—20-12-11.

Yes. Print the demi-official confidentially; and then let Director of Public Instruction, Honourable Member and Secretary have spare copies including the demi-officials.

L. DAVIDSON—21-12-11.

A draft is submitted.

R. SUNDARAM AIYAR—21-12-11.

M. S. MASCARENHAS—21-12-11.

[G.O. No. 908, Educational, dated 22nd December 1911.]

[$\frac{G}{6}$]

5,000-22-7-11.

DEPARTMENT.

18 50

READ

Cus 1925 from Govt of Bombay no 1776 d 28.9.10.
Cus 167 from D.P.D. no 1664 d 23.1.11.

ORDER No. 908, dated 22.12.1911.
P.S.

Recorded ✓

Re
21.12.11.

Wm
2/11/11

*D.P.D. with a copy
8/11*

To

The D.P.D.

Please ask me when
sending copy to D.P.D.

21.12.11

ORDINARY.

PRESS SLIP.

PREFERENCE.

EDUCATIONAL
LEGISLATIVE DEPARTMENT.



19

Current No. dated 190 .
G.O., No. 708, dated 22-12-1911.

Number of MS. pages sent } Correspondence including order or orders
Notes (b)

Docket Elementary education
Recorded papers
Cancelled in the Press
for the expansion of the

Number (c) of copies required when struck off (not including copies for volumes and editors' table which are retained in the Press). Complete Correspondence and orders. Notes

FOR RECORD.*				
Madras Records	...	...	30	15
City Records	...	...		
For filing with original	...	...		
Total			34	19

FOR ISSUE.†

	Letter only.	Complete G.O.	Special issue copies of G.O.		Notes.
			No.	Papers.	
Signature copies.....					
India Office.....					
Govt. of India.....Dept.					
Public Department.....					
Judicial Department.....					
Financial Department.....					
Revenue Department.....					
Public Works Department.....					
Local and Municipal Department.....					
Dept.					
Total					
The Director of Public Instruction.....					
The Comr. for Govt. Examinations.....					
The Superintendent, Govt. Museum.....					
The Surgeon-General.....					
The Accountant-General.....					
The Collector of.....					
The P. D. B.....					
The.....					
The.....					
The.....					
The.....					
The.....					
The.....					
The.....					
Total					

Spare copies.

INSTRUCTIONS FOR THE SECRETARIAT.

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

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

(b) For rules regarding printing of notes, see the rules in G.O., No. 1220, Public, dated 30th November 1900.

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

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

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

INSTRUCTIONS FOR THE PRESS.

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

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

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

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

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

* Copies distributed on..... (Press Clerk.)

† Copies distributed on..... (Despatcher.)

A
Please send proof in triplicate. The papers have been carefully edited.

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

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

Type may be released after usual interval at once.

Type may be released after usual interval.

.....Clerk.

.....Clerk.

.....Clerk.

.....Supdt.

.....Supdt.

.....Supdt.

(b) Three copies of proof of all notes should be sent for approval, except when instructions are given to the contrary.

SPECIAL INSTRUCTIONS.

TO BE FILLED IN BY THE PRESS.

Diary.	Initials of Press official.
Received in Press on.....	22.12.11
First proof furnished on.....	
Call for revised proof received on.....	
Revised proof furnished on.....	
Corrected proof received for striking on.....	
Final copies supplied on.....	5.1.12

Account of copies.	Complete copies.	Notes.	Issue copies.
Supplied to Secretariat for Record.....	24	19	
" " " Issue.....	7		
For Volumes.....			
For E. T.....			
Total			