

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

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} 1916.

Enclosures

Spare copies

G.O. No. 178, 17th February 1916

Grant-in-Aid Code and the Madras Educational Rules.

Directing that a conference of officials and non-officials be summoned for the purpose of discussing certain questions bearing on the — and appointing the members thereof.

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GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

READ—the following paper:—

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

To—the Secretary to Government, Educational Department.

Dated—Madras, the 9th March 1915.

No.—Ref. on Cur. 5536/14.

With reference to G.O. Mis. No. 700, Educational, dated 12th June 1914, I have the honour to submit remarks on certain resolutions in the Legislative Council referred to me therein and also on Resolution XIV of the meeting of the 19th and 20th May last which though not formally referred to me is in the same category with the other two.

A further topic closely connected with the subjects of Resolutions XII and XVI, the average duration of school-life, was discussed by the Conference of Inspectors and I therefore include proposals relative to this in this letter.

I should have replied to the reference earlier but that another matter of importance has presented itself, also closely related with those mentioned above, viz., the adequacy or otherwise of the existing list of backward classes. In investigating this I found that the reasons for which certain classes had been admitted to this list were not to be found in my office records and I have been obliged to refer to the Inspectors, and since they will have to consult their subordinate officers it will be some time before I shall be able to take up this question. It seemed better therefore not to delay my reply further.

It will be observed that the immediate point for decision is what, if any, alterations in the Grant-in-Aid Code and the Madras Educational Rules should be submitted to a joint conference of officials and non-officials. In what follows it will be found that I propose that the following alterations should be recommended to such a conference:—

(1) Omission from rule 99, Madras Educational Rules, of the last paragraph (Resolution XII).

(2) The introduction into the Grant-in-Aid Code and Madras Educational Rules of graduated scales of capitation grants and allowances in elementary schools.

I have also asked for a reconsideration of the attitude of Government towards secondary education and particularly of the relations which do and ought to exist between secondary and elementary education and of the system by which aid is afforded to the former. As regards this I have not formulated any definite proposals. I will do this with such help from officers of the department as proves necessary if Government is willing to proceed further in the matter.

I have further suggested the desirability of considering the working of the capitation allowance system in board schools and the possible substitution for it of regular and substantial increments of pay. Whatever may be the decision of Government as to these matters there will, I think, be ample material for discussion by a conference next cold weather such as the Hon'ble Mr. Srinivasa Sastri and his friends desire.

2. I submit herewith a copy of the proceedings of a Conference of Inspectors of Schools and other officers held at Ootacamund last June.

3. *Resolution XII*.—That this Council recommends that His Excellency the Governor in Council be pleased to cancel the last paragraph of rule 99, chapter VIII, of the Madras Educational Rules which runs in these terms—

“In the case of the admission into forms I, II, III or IV of a pupil who does not produce a certificate of attendance at a recognized secondary school an entrance fee equal in amount to the year's fee of the form or class next below that into which he is admitted shall be levied in addition to the ordinary fees. Provided that, if the headmaster is satisfied that previous to admission a recognized secondary school was inaccessible to the pupil, this entrance fee may be reduced or remitted.”

The paragraph in question is the last remaining coercive provision on behalf of secondary schools. Its history was very fairly set forth in the Legislative Council by the Hon'ble Mr. Srinivasa Sastri and I need not repeat it here.

It has been defended on the ground that its effect both on secondary and on elementary schools is salutary. It is claimed that it makes possible the maintenance of the lower classes and checks the admission of unqualified pupils to fourth classes in the former and prevents the latter from neglecting their proper work in order to prepare boys for the secondary course. The extent to which it does these things depends on how far it is enforced. It is only permissive for schools under private management and the Inspecting officers tell me that it is not commonly enforced in them. Unfortunately we have no certain information about this. I believe schools regard the rule merely as a means of increasing their income and levy the fee whenever the competition of other schools does not make it pay better to excuse it. Since there are more than four times as many boys in schools under private as in those under public management and since competition between schools is the rule rather than the exception, it seems likely that the rule is not enforced in more than half the total number of schools.

4. Since the policy of a sharp distinction between secondary and elementary schools was adopted, there has no doubt been an increase in the strength of the primary departments of secondary schools, and this has been in the third and fourth standards. That is while many parents are satisfied to send their boys to elementary schools up to the second standard, many send them to a secondary school for the third and this not on compulsion, since the rule only applies to boys coming from the fourth standard of an elementary school. This I think shows that many parents realize the superiority of the instruction in the third class in secondary schools, particularly the greater attention given to English, though they are probably also influenced by the consideration that a boy is more likely to get into the fourth class of a school from the third class than from outside. The number of entries to the fourth class from outside seems to be considerable. Comparing the third class of 1911-12 with the fourth class of 1912-13 it appears that there were 1,652 more boys in the latter than in the former and making the same comparison for 1912-13 and 1913-14 we get the number 5,241. It would therefore seem that the number of boys entering the fourth class from elementary schools tends to increase. Making a similar comparison for the fourth class and the first form the number is found to be only 640 for 1912-13 and 1913-14. In 1912-13 there were 34,129 boys in fourth standards in elementary schools, so it is clear that only a very small portion of them found their way into forms. It may be taken then as established that the transition from elementary to secondary schools takes place mainly into the third and fourth classes of the latter. How far this is due to the choice of parents, how far to the selective action of headmasters and how far to the coercion of rule 99 it is impossible to say. I cannot doubt, however, that the second cause is very largely operative and it must be remembered that in proportion as headmasters exercise the selective power given them by rule 47 of the Madras Educational Rules the restriction now in question is unnecessary.

Moreover, I do not think that the rule can do much to prevent the admission of pupils to classes for which they are unfit. The headmaster is allowed to admit a boy to any class for which he is thought fit, and if the penal fee system enters into the question at all it would seem that it might encourage headmasters to admit boys

irrespective of fitness in order to swell their fee income. The short-sighted parent usually thinks that it will pay him better to get his boy admitted to the first form and pay the penalty rather than for the boy to lose a year by repeating the fourth standard.

5. The effect of the rule on the elementary schools is probably more important and it was this aspect of the question that the Conference of Inspectors of Schools mainly discussed, and the following is a summary of the discussion, which, it will be observed, revealed fundamental differences of opinion:—

“It was generally agreed that the retention or deletion of this paragraph was dependent upon the view taken regarding the separation of elementary and secondary education. Some members maintained that elementary and secondary education were each an end in itself, different aims and ideals being accepted in each, and that the school courses should be formulated according to that view; others maintained that each stage, however small it might be, in the course of the mental development and education of the child, could be considered as an end in itself and that there was no need to differentiate sharply, at all events in the earlier stages, between elementary and secondary education, as there was a permanent continuity throughout all education. Individual Inspectors were requested to express an opinion on the deletion or retention of the last paragraph of article 99, Madras Educational Rules. Messrs. Duncan, Champion and Hart desired the retention of the paragraph. Mr. Kershaw desired its retention if the distinction between secondary and elementary schools should remain. Mr. Melville desired the abolition of the paragraph for model schools attached to training schools. Messrs. Hodges, Douglas, Hobday and Venkatarama Ayyar desired its abolition and Mr. Pranatirthara Ayyar reserved his opinion.”

6. My own view of the general question is that an ideally good education for the first three or four years of school life should equally fit a boy for any subsequent course whether called higher elementary or secondary, and it seems to be supported by opinion in the United Kingdom where the tendency now is to obliterate the distinction between elementary and secondary education and to aim at educating every pupil as highly as his abilities allow.

In India the problem is not so simple as this view suggests because secondary education is carried on in English. This means the possibly premature intrusion into the elementary course of a very difficult foreign language so that in practice the crux of the matter is what we are to do about English teaching.

Government has hitherto sought to confine this to secondary education and to allow it in the early stages only in cases where English is likely to be necessary later on. This policy certainly does not commend itself to public opinion. People want English to be taught as widely as possible, partly because they want as many pupils as possible to have the chance of going on to the secondary schools and partly because they find even a small knowledge of English practically useful. The abolition of the paragraph in question, viz., the last paragraph of rule 99, Madras Educational Rules, would mean a considerable modification of Government's policy towards English teaching because it would be the abandonment of an artificial check on its development. If a boy's passing from the lower elementary to the higher classes were to depend only on a headmaster's opinion of his fitness, there can be no doubt that elementary schools would increasingly aim at teaching English and so qualifying boys for at least the first form.

Sir Alfred Bourne held that this would be a calamity because it would unfit the elementary schools for their proper function of fitting the masses for their position in life. In order that there might be good third standard schools he discouraged their development into fourth standard schools. My own view is that the connection between the various stages of education is so vital that artificial stimulus cannot be given to one stage without the danger of prejudicially affecting others. The third standard school we shall have always with us, we need not trouble to encourage it.

7. Another point discussed in this connection by the Conference of Inspectors was the influence of this rule on the development of higher elementary schools, i.e., those with standards above the fourth. It was pointed out that people prefer incomplete secondary to higher elementary schools because pupils from the latter cannot pass freely into secondary schools. The removal of the restriction would

certainly remove one obstacle in the way of the development of higher elementary schools, but would tend to divert them from their special purpose of end schools to that of preparatory for the secondary course. I do not think it is impossible for the same school to combine both functions, particularly if enhanced rates of fees could be charged to those boys who wanted special preparation in English with a view to the secondary course, and experiments in this direction are now being tried. We should rather seek to encourage the development of the higher grades of schools whether they are called higher elementary or secondary, and if the result is that English comes to be increasingly taught in them I at least see no reason to regret it, because I believe that a knowledge of English is the best intellectual gift we have for the people of this country. It is for the Inspecting officers to see that schools are not recognized for purposes for which they are not staffed and equipped.

The above are the considerations that have led me to the conclusion that the paragraph may be rescinded. If this be put before a mixed committee of officials and non-officials, there is little doubt that it will be accepted. I am therefore anxious that Government should not let the matter go further unless they are prepared to accept the somewhat considerable alteration of policy involved.

8. *Resolution XVI.*—This Council recommends to His Excellency the Governor in Council that, with a view to encourage the opening of higher standards in elementary schools, rule 84 of the Madras Educational Rules be modified so as—

- (i) to make the scale of fees prescribed for schools containing the four lower standards only applicable to those standards in all grades of elementary schools;
- (ii) to allow in all grades of elementary schools the headmaster and his assistants to appropriate the fees that may be collected from the four lower standards.

In my letter to Government, Ref. on Cur. No. 2736, dated 2nd May 1913, I discussed those provisions of the Madras Educational Rules which were considered to discourage the opening of fourth standards in elementary schools and made certain proposals. Government did not pass any orders on this letter till after the return from furlough of Sir Alfred Gibbs Bourne when some revision of the rules was effected, the grant of capitation allowance being extended to teachers in schools having standards above the third on account of children in the four lower standards only. This it was considered would remove any possibility of unwillingness on the part of teachers to see fourth standards opened, since it was held that the enhancement of rates of pay resulting from the raising of the standard of a school would ensure the teachers' position being at least not worse than before.

It is, however, contended that since the addition of a fourth standard to a Board school puts an end to the appropriation of fees by the headmaster and obliges the levy of fees at higher rates so diminishing the school attendance and consequently the amount of capitation allowance earned, the rules still make it the interest of teachers not to have schools higher than the third standard.

At the same time as the revision of the Madras Educational Rules mentioned above was permanently effected, the list of backward classes in the Grant-in-Aid Code was largely extended and the rules relating to them altered so as to admit of the free admission of children of those classes to all elementary schools. The result of these changes has been a considerable increase in the proportion of children of backward classes to others, involving in many cases an actual diminution of the number of fee-paying pupils. Capitation allowance earned by board school teachers will therefore be higher than previously and teachers in fourth standard schools will share in the increase, while at the same time there will be some diminution in the realizable fee income from all schools. The privilege of collecting fees is thus less important than it was.

9. I must admit that the Conference of Inspectors was unanimous in thinking that there was no need to differentiate in the rates of fees levied in standards Infant to III between schools having only the four lower standards and schools with higher standards. The Conference further proposed revised rates to be common to all elementary schools of one anna a month for the infant, first and second standards, As. 2 for the third and As. 4 for the fourth.

The Conference was also in favour of allowing the appropriation of fees in the four lower standards in all elementary schools. In the discussion the weak point in the appropriation system received attention, viz., that the right now vests in the head-master solely.

It was also pointed out that any change in the rates of fees in board schools would affect aided and particularly mission schools since it is unlikely that they could keep their rates above what Government laid down as a standard.

10. It must be added that the acceptance of the request in Resolution XII would unquestionably greatly encourage the opening of fourth standards, and that if my proposal below of graduated capitation grants and allowances is accepted this will be still further encouraged. Schools of the higher elementary grade moreover ought to be better housed, equipped and staffed than those that offer only the merest elements of an education and it is only proper that parents should pay a little extra for the better education they afford. I am not therefore in favour of reducing the rates of fees laid down for them. I am further not disposed to concede the second request of the Resolution (XVI). As I have tried to show further concessions to fourth standard schools are now less necessary, and this form of concession is particularly to be deprecated because while it would deprive Government, local bodies and probably private managers of an appreciable annual income of at least a lakh and a quarter and probably of a lakh and a third, it would not benefit the teachers to anything like the same extent for the simple reason that while teachers cannot collect fees for themselves at higher than the standard rates they have as a matter of fact to be content with what fee they can induce parents to pay. It is also fitting that fees paid in these schools which meet the demand for an education above the minimum should help to meet its extra cost.

11. I have assumed in the above that capitation grants are paid in full to teachers. This is very far from being the case. Their payment is optional with local bodies and these are commonly unable to meet the cost without the help of subsidies. These last year barely allowed the payment of allowances at half the rates laid down by the rules and this year the increased number of pupils of the backward classes in schools will have materially reduced even this proportion. It seems likely therefore that the capitation allowance system must be much less effective in inducing large attendances than it was expected to be. It is moreover capricious in its working. It is only given to trained teachers the proportion of whom to untrained teachers varies so that teachers of the same qualifications get very varied amounts of capitation allowance. If any change is to be made, I am inclined to think it should be in the direction of substituting for an uncertain capitation allowance regular and substantial increments of pay; I am prepared, if Government wish, to draft rules with a view to effecting this which might be submitted to the kind of conference in contemplation.

12. *Council meeting of the 19th and 20th May. Resolution XIV.*—"This G.O. 852, Educational, 20th July 1914. Council recommends that the Governor in Council be pleased to direct that the fee income of secondary schools for the purpose of the Grant-in-Aid Code be taken to be 90 per cent of the fee income calculated according to standard rates."

This resolution was moved by the Hon'ble Mr. Srinivasa Sastri and he had previously brought up the subject in the budget debate when I pointed out that the old principle of allowing a ten per cent deduction in calculating fees at standard rates had been abandoned on the ground that and in view of the paramount needs of elementary education, Government are obliged to see that secondary education is so far as possible self-supporting.

The matter was discussed by the Conference of Inspectors and it was agreed that the objection to the method of calculation advocated was that it would allow of managers foregoing a certain proportion of their possible fee income in order to give gratuitous or cheap secondary education to pupils in no sense deserving of the concession. The Conference proposed another method by which concessions might be made to deserving students partly at the expense of the State. This is to admit item 7 of the financial statement (expenditure on scholarships in the calculation of the teaching grant earned by a school provided that the scholarship scheme in vogue in the school had received the approval of the department, which should take due care

to see that scholarships were given not on account of poverty alone but on account of poverty in conjunction with marked ability. It was for example suggested that no scholarship should be awarded unless the recipient was among the first 15 or 20 per cent in order of merit of his class.

It was further the intention of the Conference that the total amount of such scholarships should not be more than 10 per cent of the fee income calculated at standard rates of any school.

The result of such a change in the rules would be that schools which now ordinarily receive a teaching grant would be able to throw half the cost of concessions within this limit upon the State, and that if they had been in the habit of granting fee concessions their teaching grants would be increased and their income would be increased if their concessions were not increased. If on the other hand they introduced fee concessions under the new rule their grants would be larger but their income would be smaller since the grant would only meet half their loss in fees. The effect of the proposed new rule on schools now reckoned self-supporting and which therefore do not receive teaching grants would be similar. It would improve the finances only of those which already are in the habit of granting fee concessions and which are run at an extremely small profit. It would not improve the finances of those schools that are run at a considerable profit. But the 10 per cent reduction has usually been advocated as a means for improving aided schools financially as much as for securing cheap secondary education for the poor. The proposal of the Inspectors' Conference would therefore probably not be welcomed by a Joint Conference of officials and non-officials even if it were not objected to on the ground that it involved interference with the action of managers in matters which ought to be left to them.

It will be observed that the proposal in calculating grants to reckon fee income at nine tenths only of the fees realizable at standard rates would mean for aided schools an enhancement of grants, which is calculated by Mr. Littlehales to amount to 5 per cent of the fees calculated at standard rates. It would not however improve the finance of schools like the Triplicane High School that now make a considerable profit.

13. I confess I share the dissatisfaction that finds expression from time to time in the Legislative Council and elsewhere with the provisions of articles 32 and 33 of the Grant-in-Aid Code because they result in a distribution of grants so little in proportion to the amount of work done by schools. For instance in the current year out of 82,531 pupils in secondary schools under private management 3,820 are in schools which receive no teaching grants at all and among these are some of the largest schools. Of the whole amount given as teaching grants Rs. 1,35,961 goes to 97 schools under missionary management, and Rs. 83,529 to 146 schools under other private management, the number of pupils in the two classes of schools being 33,845 and 54,186, respectively. The causes of these anomalies are well known. The grant earned by a school is very largely determined by the amount of expenditure met by the manager from his own funds. The non-Mission schools have for the most part no funds at all while the missionary schools are supported by funds from Home. It was anticipated when the rules were framed that this inequality would be removed by endowments being provided for the non-Mission schools by voluntary contributions. So far there is no indication of this very desirable end being attained and I see no prospect whatever of its being so. In the first place this particular form of benefaction does not seem to commend itself at all to the well-to-do of any Indian community. Moreover the sum of money which would be necessary to endow all the "National" schools would be much larger than even a well-disposed public could be expected to provide. It is also quite realized that schools provided they are large enough can be run after a fashion on fees. The working of our Code which leaves large schools without aid sufficiently demonstrates this. It will be remembered that English experience entirely contradicts the notion that private benefactions can provide a system of secondary schools. Its resources were practically exhausted in the middle ages and English Grammar school endowments have come largely from the spoils of the Church, and these schools like the new ones created to supplement them have had now to come upon the rates.

14. When a new school applies for recognition it has been usual to insist on an endowment of some thousands of rupees, but such endowments are merely reserve funds and do not appreciably help towards the recurring expenses of the schools. The majority of non-Mission schools are still very poorly housed and any money that can be raised from the public will be wanted for buildings and as a matter of fact money so raised is usually eventually spent on them.

The fact then is that non-Mission schools are maintained from fee receipts, grants-in-aid, if any, and such additional funds as are necessary to meet the net cost. These funds are secured in a variety of ways. In the case of proprietary schools of which there are still two or three, they come out of the salaries of the proprietors, in other cases they are provided by subscriptions, in others I am credibly informed by loans. There is hardly any non-Mission school the finances of which are on an assured and permanent basis. They therefore live from hand to mouth, underpaying their teachers, touting for pupils, economising disastrously in buildings and equipment and such essential matters of recurring expenditure as laboratory necessities and stationery. Secondary education is consequently carried on at decidedly low level of efficiency and while the number of pupils undergoing it steadily increases so that schools are nearly always overcrowded, the quality of instruction particularly in the lower classes is often deplorably poor.

Under the Madras Code it is impossible to treat schools according to their larger needs. The more a school collects as fees the less chance it has of State aid unless it can increase its expenditure by as much again as the State gives it. Sir Murray Hammick promised that the raising of the fees should not result in a diminution of grants. This promise has been kept to the letter but it seems to me that to keep it in the spirit we ought to have increased secondary school grants in some proportion to the increase in fee collections.

It may seem that the department has a remedy to hand in the power of recognition and this is being used so far as may be in bringing pressure to bear on schools in the direction of improvement. It is however a remedy too drastic for ordinary use. Few if any schools completely comply with the conditions of recognition and recognition is as a fact practically never withdrawn because the pressure on school accommodation is so great that the loss of a school would cause an educational disorganization in the locality that we are very loath to face. Grants may of course be withheld but this only makes matters worse and as pointed out above, some of the largest schools earn no teaching grants at all.

15. The above facts point, I think, to the need for a reconsideration of the principles and assumptions underlying our attitude towards secondary education and the rules of the Grant-in-aid Code.

The main principle involved is, I think, that secondary has less claim on the State than elementary education, and the chief assumption is that the former is only for the well-to-do while the latter is for all. I do not controvert either of these in their broader aspects but each I think is subject to important limitations.

The result of applying the first is that public expenditure on secondary education has of late years shown very little increase, notwithstanding that the contribution to its cost by way of fees has largely increased. In this respect Madras contrasts markedly with other Provinces. In Madras in 1911-1912, 71 per cent. of the whole cost of secondary education was met from fees, in 1912-1913, 75 per cent and in 1913-1914, 77 per cent. In these three years about 10, 11 and 10 per cent respectively, was met from public funds. These figures show a marked contrast with most of the other Provinces. In 1913-1914 Bombay met 33 and the Panjab 30 per cent and in 1912-1913 the United Provinces met 43 and the Central Provinces 54 per cent from public funds, these being the latest figures available in this office, and I believe that no Province met as little as 10 per cent. From every point of view except that of actual educational efficiency we may perhaps congratulate ourselves on these figures, but I think it at least doubtful whether from a broad consideration of the welfare of the country a more liberal policy is not called for.

Our Indian critics have no doubts as to this. They altogether scout the idea that secondary education is only for the well-to-do. For the majority of them secondary education is education, nothing else counts. The vast majority of pupils who enter school can never attain to it, but a parent of any class above the lowest wants to be assured that when he sends a boy to school he has at least a chance of getting on as far as his own abilities and parental self-sacrifice will allow him. This is I think the main reason for the development in recent years of "National" schools, though of course the dislike of compulsory Christian teaching is another. I think I have shown above that so far we have not only failed to restrain this great popular movement, but have also largely failed by judicious encouragement and direction to turn it to the best educational use.

16. In this connection, I would invite attention to what I have said about the relations between elementary and secondary education. I may add that I think we want to rid our minds of the notion that the Indian High School finds its proper analogy in the English Public School. It is rather akin to the County Council Secondary school. It is a part of a system of popular as distinct from class education, and is therefore a complement of the elementary school, and secondary cannot properly be considered in this country apart from elementary education, and a financial hard and fast line be drawn between them.

17. I am only able now to make very tentative suggestions as to alterations in the Code that such a reconsideration of our attitude as I have suggested might lead to. They might well include a scholarship system like that advocated by the Inspectors' Conference. It is quite possible that the device of the calculation of the new cost on the basis of fees levied at standard rates has served its turn and that we might be able to replace it by some such general provision as that aid is not given to schools whose fee levy is not considered satisfactory. This is done in Bombay and the average fee levied there is higher than in Madras. A partial recurrence to the salary grant system might prove desirable. Necessary expenditure might be more accurately defined. Grant might be assessed on a budget estimate and adjusted each year with reference to the actuals of that preceding. More liberal aid might be given to endowments and provision might be made to allow of institutions devoting surplus fee income to building and equipment funds. Perhaps we might even adopt as the underlying principle of grants that they are in aid of education and should be an effective means of its control and not merely supplementary of the resources of private managers.

It is clear that the introduction of the Secondary School Leaving Certificate Scheme and the proposed enlargement of the Inspectorate improve the prospects of increasing the efficiency of secondary education by more liberal treatment of it.

Should Government not desire to take up any general revision of the Code, I see no objection to discussing Mr. Srinivasa Sastri's proposal and the alternative scheme of the Inspectors' Conference with a Joint Conference of officials and non-officials.

18. *The duration of school life (Considered with respect to those pupils who do not enter into a secondary school).*—As long ago as 1833 Mr. Garthwaite (Inspector of Schools) pointed out the great disproportion between the numbers of children in the lower and higher standards in elementary schools. From that time to the present that disproportion has increased rather than diminished. In the quinquennial review of education in India for 1902-1907 Mr. Orange touched upon it and on the subject of the duration of school life and in Mr. Sharp's recent quinquennial review the latter subject receives attention and the average duration of school life in India is estimated at 3.83 years. Mr. Sharp considers that the proportion of pupils in the upper primary stage is a very rough guide to the duration of school life in different provinces. The table he gives shows Madras with the lowest proportion and making allowance for the probable exclusion in his calculation of the pupils in the lower classes of secondary schools the Presidency falls far below the other large provinces in this respect. In the Madras quinquennial review of education for 1907-1912 the subject is also dealt with and the Director of Public Instruction says that he is not prepared with any remedy for a state of things that he admits is unfortunate.

I recently requested Mr. Littlehales, Deputy Director of Public Instruction, to check Mr. Sharp's calculation of the average duration of school life with reference to this Presidency and he made an investigation (based on the statistics of school attendance from 1907-1914) which has been checked by Mr. Middlemast as Special Deputy Director. The result of the investigation of these two officers, both, it will be noticed particularly competent for work of this kind, was placed before the Conference of Inspecting Officers and they are summarised as follows:—

The main conclusions were:—

(1) that the duration of school life has, between the years 1908 and 1912, gradually decreased from 2.71 to 2.37 years, the average being 2.51 years,

(2) that there has been a gradual increase in the total number of pupils enjoying elementary education, the average percentage annual increase from 1908 to 1912 being 6.34,

(3) that there has been a gradual but uniform increase in the number of pupils reading in each standard in elementary schools during each of the last five years—except in standards IV and V. In standard IV the number of scholars fluctuated between 2 per cent more and 2 per cent less than its mean value during the last few years; in standard V the number of scholars showed a gradual and uniform increase except in the year 1913 when there was a drop of nearly 4 per cent,

(4) that the average percentage increase in the infant standard alone is 10.46,

(5) that the percentage number of promotions from infant class to standard I has continually decreased from 65.24 to 55.09, the average percentage being 59.17,

(6) that the percentage number of promotions from standard I to standard II shows a remarkable uniformity ranging between 80.13 to 77.34 and averaging 78.60. This indicates that about four-fifths of the children reading in standard I continue their education in standard II,

(7) that the percentage number of promotions from standard II to standard III is also fairly uniform varying from 87.88 to 81.91 and averaging 85.49. It shows however a slight tendency to decrease within recent years,

(8) that the percentage number of promotions from standard III to standard IV varies between 29.82 to 27.84 and averages 28.99. This shows that less than three out of every ten pupils in standard III continue their education in standard IV of an elementary school. No doubt many of those who leave continue their reading in secondary schools,

(9) that the percentage number of promotions from standard IV to standard V shows in general a slight increase as years go on but extremely few, only about one in sixteen pupils continue their education in standard V,

(10) that the percentage number of promotions from standard V to standard VI shows a fair uniformity. Nearly one-half of the pupils in standard V continue reading in standard VI,

(11) that the percentage promotions from standard VI to standard VII show a gradual decrease; but 57.29 per cent. of these reading in standard VI continue their education in standard VII,

(12) that in general, extremely few boys continue their education in elementary schools after the fourth standard, but of those who reach the fifth standard a large number continue until the seventh standard is reached,

(13) that a very large number of pupils discontinue their elementary school career while reading in the third standard.

The three main assumptions upon which the duration of life has been calculated are (a) that all pupils who enter a school enter in the lowest class, (b) that all pupils stay neither shorter nor longer than one year in any class, and (c) that all pupils enter at the beginning of the school year and leave at the end of the school year. Some discussion took place regarding the validity of the assumptions upon which the Deputy Director based his calculations, but these were eventually accepted and Inspectors were generally agreed that the results of the computations based on the statistical evidence available were in accordance with their own experience.

19. These figures doubtless need cautious interpretation. Two reasons have been suggested for the preponderating strength of the infant standard: (1) the opening of new schools, (2) the fact that the infant standard is often divided into two sections and that the nominal stay in it should be taken as two years rather than one year.

As regards the first it is to be noted that there has been a gradual but *uniform* increase in the number of pupils reading in each of the lower standards in elementary schools during each of the years in question. That is to say the opening of new schools has increased the total number of pupils without appreciably affecting their distribution in standards. This is because (1) all the pupils of a new school are not necessarily in the infant standard, (2) "new" schools are often merely existing schools taken newly under board management, (3) the total increase in the number of pupils due to opening new schools has in no year been other than relatively small.

The second reason is probably more important. If instead of assuming that the normal stay in each standard is one year we assume that in the infant standard it is two, the average duration of school life during the period is 2.90 years instead of 2.46. It is not however the case that the normal period in the infant standard is invariably to be considered to be two years so that the true average duration of school life may be taken to be somewhere between 2.90 and 2.46 years which is decidedly below Mr. Sharp's estimate of 3.88 years for the whole of India.

This is I think a sufficiently striking result of our investigations, but it will also be observed that in the years in question, and here I may include 1913-14—for the most recent figures indicate no change—there has been a steady diminution of the duration of school life. This was in five years, if the period in the infant standard be reckoned at only one year, from 2.71 to 2.22 years and on the other assumption of a two years' infant course from 3.07 to 2.74 years. That in the absence of compulsion the duration of school life should be comparatively short is due to causes outside the control of the department, but it is remarkable that the increase in the general well-being in the country has not as it might reasonably be expected to do increased the duration of school life, and for this I believe our educational system is partly responsible. It results largely from an increasingly disproportionate size of the infant standards and from the diminution in the amount of promotion from them to first standards. This I think is the necessary result of giving a capitation grant or allowance for each child irrespective of anything but its attendance at school. This makes it the teachers' interest to show as many children in attendance as possible, and since in the great majority of schools the levy of fees is left entirely to him it pays him to admit children free for the sake of capitation grant or allowance. The result is a large infant class for which an adequate staff is rarely provided either in board or aided schools, and whose progress is consequently extremely slow. To meet these evils a capitation grant graduated upwards by standards has been often suggested but rejected on the ground that it would encourage premature promotions.

It must be admitted that it is subject to this objection and the conference of Inspectors attached such weight to the objection as to be quite opposed to graduation, but I think that it would do something to mitigate the existing evil. It would encourage teachers to try and qualify pupils for the higher standards and in particular to get them from the infant into the first standard. It would encourage parents to keep their children at school in proportion as it resulted in more progress being made in the lower standards. It would be the business of the inspecting staff to see that improper promotions were not made and in any rules that might be framed or instructions issued for the assessment of grants this would be kept in view, in particular such a standardization of the elementary course being effected as would enable officers to decide whether the attainments of any pupil fitted him for a particular standard or not. It may be that such rules and instructions would not be entirely successful especially in connection with promotions to the first standard, but the scale I am going to propose gives for first standard children what is now given for infant standard children and since public money is unquestionably being wasted on the former such ill-success would not at any rate cause additional waste. It ought to be possible to control promotions to the higher standards with reasonable completeness. The influence of graduation on these would I think be wholly good. It would encourage teachers to fit children for promotion and to exert their influence for the retention of children in school, and I may remark that the inspecting officers are agreed that this influence is far from inconsiderable.

The graduated scale I propose for capitation grants is—

Infant Standard	..	..	..	..	..	..	..	..	6 annas.
I Standard	..	..	..	..	..	..	..	..	8 "
II "	..	..	..	..	..	..	..	..	10 "
III "	..	..	..	..	..	..	..	..	12 "
IV "	..	..	..	..	..	..	..	..	14 "

and these rates would be doubled for girls and backward classes.

If these rates had been in force in 1913-14 they would have resulted in an additional expenditure of Rs. 11,079.

The arguments for a graduated scale of capitation grants apply to a similar scale of capitation allowances and I therefore propose for these a scale double of that for capitation grants though this of course is subject to the further consideration of the question of capitation allowances suggested elsewhere.

The cost of this scale would have been for the schools in 1913-14 Rs. 8,682 less than on the existing ungraduated rates. By mere subtraction therefore we get at the total result of applying my proposed scale an extra expenditure of Rs. 2,397. It has however to be remembered that whereas Government aims at paying capitation grants in full, local bodies have commonly been subsidised for this purpose only to the extent of one half the capitation allowances earned so that the saving to Government on the new scale may be taken at only about Rs. 4,954 and that the cost of the new scale if it had been in force in 1913-14 would have been Rs. 6,125.

It may be anticipated from these figures that the immediate additional expense of graduated scales would not be great, it would however obviously rise in proportion as it attained the end in view. Whether this rise would be met by the annual increase of two lakhs in the budget provision for elementary education I very much doubt. There is every indication that under the existing systems this increase will not do more, if it does as much, than meet the normal increase, due in part to the new rules, of expenditure under grants-in-aid and subsidies to local bodies. In proportion as a graduated scale encouraged the opening of fourth and higher standards this normal increase would be accelerated. I believe, however, that even at the risk of a more rapid increase in expenditure than I think at all probable the experiment is worth trying. We are now paying anything between As. 8 and Rs. 8 a head for numbers of children sent to school to be out of the way or possibly hired with a share of the capitation grant or allowance, who leave school without having received any mental training whatever.

ENCLOSURE.

Conference of Inspectors held at Ootacamund on the 15th, 16th, 17th and 18th of June 1914.

President.

The Hon'ble Mr. J. H. Stone, C.I.E., Director of Public Instruction.

Members.

Mr. E. W. Middlemast, Special Deputy Director of Public Instruction.
Mr. H. S. Duncan, Principal, Teachers' College, Saidapet.
Mr. C. Ransford, Inspector of Schools, 1st Circle.
Mr. R. V. R. Venkatarama Ayyar, Inspector of Schools, 2nd Circle.
Mr. D. A. Hobday, Inspector of Schools, 3rd Circle.
Rao Bahadur A. C. Pranatirthara Ayyar, Inspector of Schools, 4th Circle.
Mr. H. Champion, Inspector of Schools, 5th Circle.
Mr. H. A. Hart, Inspector of Schools, 6th Circle.
Mr. W. C. Douglas, Inspector of Schools, 7th Circle.
Mr. H. O. Kershaw, Inspector of Schools, 8th Circle.
Mr. T. O. Hodges, Inspector of Schools, 9th Circle.
Mr. J. H. Melville, Inspector of European and Training Schools.
Mr. R. Littlehale, Deputy Director of Public Instruction and the Secretary to the Conference.

The meetings were held in the court room of the Collector's office.

Mr. C. Ransford, Inspector of Schools, First Circle, was unable to attend any of the meetings of the conference on account of illness. Mr. Melville was unable to be present during the morning session of the 16th and Mr. R. V. R. Venkatarama Ayyar was unable to be present on the last day of the conference. The other members were present throughout the whole conference.

Mr. D. T. Chadwick, Director of Agriculture, Madras, and Mr. Cecil Wood, Principal of the Agricultural College, Coimbatore, were present on the afternoon of the 16th, when agricultural education was discussed.

The sub-assistant inspectors of Muhammadan schools were invited to be present during the morning session of the 15th in order that their views on questions peculiar to Muhammadan education throughout the presidency might be obtained. The following Muhammadan sub-assistant inspectors were present:—

Mr. Abdul Salam Sahib, Sub-Assistant Inspector of Schools, Vizagapatam Muhammadan range.

Mr. Ghulam Dastagir Sahib, Sub-Assistant Inspector of Schools, Guntur Muhammadan range.

Mr. Saiyid Abdul Gaffur Sahib, Sub-Assistant Inspector of Schools, Vellore Muhammadan range.

Mr. Abdul Quraishi Sahib, Sub-Assistant Inspector of Schools, Trichinopoly Muhammadan range.

Proceedings of the Conference dated the 15th June 1914—Morning session.

Muhammadan education.—The President regretted that although the Muhammadan sub-assistant inspectors had been requested to suggest topics for discussion arising out of the special difficulties of their work only one sub-assistant inspector, Mr. Abdul Rahim Sahib, Madras Muhammadan range, was read by the President and the discussion proceeded on the following lines:—

(a) *Control and diaries of Muhammadan sub-assistant inspectors.*—Mr. Abdul Rahim Sahib maintained that the difficulties that attached to the work of Muhammadan sub-assistant inspectors arise not from their subordination to more than one inspector but from their subordination to as many assistant inspectors as there are districts included in their range. It was ascertained that in the first and second circles the diaries of Muhammadan sub-assistant inspectors are dealt with by the district assistant inspectors but that in other circles they are dealt with by the circle inspectors. The instructions issued by the district assistant inspectors are not uniform with the result that some Muhammadan sub-assistant inspectors have to conform to different methods of procedure and to carry out different instructions according as they deal with schools in one district or another. It was decided that uniform procedure was desirable and that diaries should, in every case, be dealt with by the circle inspectors.

(b) *Distribution of funds between Muhammadan and Hindu schools; Muhammadan sub-assistants as members of taluk boards.*—It was maintained that some assistant inspectors held views not at all encouraging to the spread of Muhammadan education, that assistant inspectors did not always consult their Muhammadan sub-assistants regarding the needs of Muhammadan schools and that a fair portion of the budget provision for elementary education was not distributed among Muhammadan schools. On the other hand some inspectors were of opinion that the sub-assistant inspectors were themselves to blame on account of their apathy, procrastination and neglect in not keeping running lists of the requirements of the Muhammadan schools in their charge. It was generally agreed that Board Muhammadan schools are worse equipped than the corresponding Hindu schools. A desire was expressed that Muhammadan sub-assistant inspectors should be members of taluk boards in order that they might voice the needs of Muhammadan education. It was pointed out that the district assistant inspectors had to consider the education of the whole district and that the requests of Muhammadan sub-assistants could not always be complied with as the latter often desired that special favours and concessions should be shown to their schools and that it was not always possible to grant this special treatment. It was finally decided that nothing practicable was possible on the desire of Muhammadan sub-assistant inspectors to have seats on taluk boards, that the district assistant inspectors should take the initiative in calling for estimates for and in spending the budget allotment but that they should invariably consult Muhammadan sub-assistant inspectors regarding the requirements of Muhammadan schools within their ranges, and the distribution of the apportioned funds on these schools. Assistant inspectors should be directed to take due precautions to maintain an equitable distribution of all budget allotments between Muhammadan and Hindu schools.

(c) *Conference of Muhammadan sub-assistant inspectors.*—It was proposed that an annual conference of Muhammadan sub-assistant inspectors should be held. It was the general opinion of the inspectors that such a conference would be of little value since Muhammadan sub-assistant inspectors have ample opportunities for representing to the circle inspectors the state of Muhammadan education in their ranges. The fact was—it was stated—that the sub-assistant inspectors did not avail themselves of the opportunities offered to them. (At this meeting only four out of six Muhammadan sub-assistant inspectors invited to attend were present, while one out of these four arrived at least an hour after the conference had commenced its sitting.)

(d) *Muhammadan Local Board schools.*—It was asserted that assistant inspectors make recommendations for transfers of, leave to, and appointments of, teachers in Muhammadan Local Board schools without consulting the Muhammadan sub-assistant inspectors. Attention was invited to the proceedings of the Director of Public Instruction, Ref. on Cur. No. 6121/13, dated 12th January 1914, which directed assistant inspectors to consult Muhammadan sub-assistants wherever necessary, and it was pointed out that Muhammadan schools in which a Devanagari vernacular was the language of instruction as well as those in which Urdu was the medium of instruction had to be considered by the assistant inspector in making recommendations for transfers of teachers. The President was of opinion that the question of re-issuing this circular, probably in a modified form, should be considered.

(e) *Control of Muhammadan schools; distribution of ranges.*—The Muhammadan sub-assistant inspectors desired so far as is permissible under the Local Fund Code the administrative control in addition to the inspection of all Muhammadan schools and that Hindu range

sub-assistant inspectors should have nothing to do with Muhammadan education. At present the inspection of Muhammadan schools is done by Muhammadan sub-assistant inspectors, but a portion of the administrative control of those schools vests in the range sub-assistant inspector. In order that this proposed reform might be given effect to a re-distribution of the ranges and the appointment of an additional Muhammadan sub-assistant inspector were proposed.

The following was the suggested redistribution:—

Ganjam, Vizagapatnam, Gōdāvari, Ellore, about 110 schools.
Kistna, Guntur, Nellore, about 120 schools.
Bellary, Anantapur, Kurnool, Cuddapah, about 146 schools.
Madras, Chingleput, Chittoor, about 102 schools.
North Arcot, Salem, Coimbatore, Nilgiris and Bangalore about 125 schools.
Trichinopoly, South Arcot, Tanjore, about 128 schools.
Madras, Kānnād, Tinnevely, about 110 schools.

The President decided to consider whether it would not be possible to give effect to this or to some similar redistribution of ranges.

(f) *Supervisors of Muhammadan schools.*—It was suggested that some of the present supervisors be invested with powers of sub-assistants. The Muhammadan sub-assistants present were, however, of opinion that it would suffice if as suggested above a redistribution of ranges were effected and one supervisor appointed for each range. If not, it would be desirable to have one supervisor for each district. Some inspectors were of opinion that supervisors were of little use.

(g) *Travelling allowance of Muhammadan sub-assistants.*—The travelling allowance of Muhammadan sub-assistant inspectors was stated to be insufficient inasmuch as it resulted in a financial loss to the inspecting officers. It was asserted that Muhammadan sub-assistant inspectors who draw a fixed travelling allowance are of necessity put to the expense of travelling over extensive areas, and it was suggested that their travelling allowance be calculated according to the ordinary rules of the Civil Service Regulations or that the fixed allowance now drawn by them be raised from Rs. 35 to Rs. 50 per mensem. The President asked the sub-assistant inspectors to submit through the circle inspectors correct detailed accounts of their journeys and expenses throughout a whole year and promised to give his careful consideration to this question of increased travelling allowance.

(h) *Travelling allowance of supervisors of Muhammadan schools.*—It was also asserted for similar reasons that the travelling allowance of supervisors (Rs. 15 per mensem) was much too small. The President requested similar detailed accurate accounts of expenses for one complete year for his consideration.

(i) *Vernacular in Muhammadan schools.*—In some Muhammadan schools only Urdu was taught. In others Urdu and a vernacular are both taught. It was considered desirable to have the vernacular taught in all Muhammadan schools and that no teachers be in future appointed to such schools unless they are acquainted with the vernacular of the district in addition to Urdu.

(j) *Religious instruction.*—It was agreed that religious instruction might be given in schools to any extent provided that the number of hours provided for secular instruction were not in any way curtailed below the minimum fixed in the Madras Educational Rules.

(k) *Higher elementary training schools for Muhammadans.*—It was agreed that more Muhammadan training schools, especially of the higher elementary grade, were necessary. The institution of one other is already under consideration. It was suggested that one such school be placed at Trichinopoly to satisfy the needs of the southern districts, one in Madras for the central districts and one in the north to satisfy the needs of the Telugu districts.

(l) *Muhammadans as backward class.*—It was suggested that all Muhammadans be considered as belonging to backward classes. The President doubted whether Muhammadans in general would consider this a privilege. He was of opinion that many Muhammadans would object to it, and the suggestion dropped.

(m) *General.*—Certain other subjects, for example, clerical establishment, the pay of teachers, capitation allowance, etc., were touched upon but consideration of them was deferred since they found a place in the main agenda paper of the conference.

The Muhammadan sub-assistant inspectors then withdrew.

Monday, 15th June 1914.—Afternoon session.

The duration of school life in elementary schools.—The Deputy Director gave the results of an investigation he had made upon the duration of school life in public elementary schools for boys, based upon the statistics of school attendance from 1907 to 1913.

The main conclusions were—

(1) That the duration of school life was between the years 1908 and 1912, gradually decreased from 2.71 to 2.37 years, the average being 2.54 years.

(2) That there has been a gradual increase in the total number of pupils enjoying elementary education, the average percentage increase from 1908 to 1912 being 6.34.

(3) That there has been a gradual but uniform increase in the number of pupils reading in each standard in elementary schools during each of the last five years—except in standards IV and V. In standard IV the number of scholars fluctuated between 2 per cent more and 2 per cent less than its mean value during the last few years; in standard V the number of scholars showed a gradual and uniform increase except in the year 1913 when there was a drop of nearly 4 per cent.

(4) That the average percentage increase in the infant standard alone is 10.46.

(5) That the percentage number of promotions from infant class to standard I has continually decreased from 65.24 to 55.09, the average percentage being 59.17.

(6) That the percentage number of promotions from standard I to standard II shows a remarkable uniformity ranging between 80.13 and 77.34 and averaging 78.60. This indicates that about four-fifths of the children reading in standard I continue their education in standard II.

(7) That the percentage number of promotions from standard II to standard III is also fairly uniform varying from 87.88 to 81.91 and averaging 85.49. It shows however a slight tendency to decrease within recent years.

(8) That the percentage number of promotions from standard III to standard IV varies between 29.82 and 27.84 and averages 28.99. This shows that less than 3 out of every 10 pupils in standard III continue their education in standard IV of an elementary school. No doubt many of those who leave continue their reading in secondary schools.

(9) That the percentage number of promotions from standard IV to standard V shows in general a slight increase as years go on but extremely few, only about 1 in 16 pupils continue their education in standard V.

(10) That the percentage number of promotions from standard V to standard VI shows a fair uniformity. Nearly one-half of the pupils in standard V continue reading in standard VI.

(11) That the percentage promotions from standard VI to standard VII show a gradual decrease; but 57.29 per cent of those reading in standard VI continue their education in standard VII.

(12) That in general, extremely few boys continue their education in elementary schools after the 4th standard but of those who reach the 5th standard a large number continue until the 7th standard is reached.

(13) That a very large number of pupils discontinue their elementary school career while reading in the third standard.

The three main assumptions upon which the duration of life has been calculated are (a) that all pupils who enter a school enter in the lowest class, (b) that all pupils stay neither shorter nor longer than one year in any class and (c) that all pupils enter at the beginning of the school year and leave at the end of the school year. Some discussion took place regarding the validity of the assumptions upon which the Deputy Director based his calculations but these were eventually accepted and Inspectors were generally agreed that the results of the computations based on the statistical evidence available were in accordance with their own experience.

The Conference was unanimous in its opinion that it was extremely desirable that the duration of school life should be increased and some suggestions were made to secure the desired object. These involved a consideration of the financial aid that could be given to managers of, and teachers in, schools and of the rates of fees charged in schools.

Rates of fees in elementary schools. Article 84, Madras Educational Rules.—It was first suggested that fees should be abolished in elementary schools. Article 10 of the resolution of the Government of India, dated 21st February 1913, in which the educational policy of the Government of India is enunciated was read and the question of free elementary education removed from the discussion.

The question of reducing the fees now charged in elementary schools came next under discussion and it was unanimously agreed that there was no need to differentiate in the rates of fees levied in standards infant to III between schools having only the four lower standards and schools with higher standards, as is at present done in rules 84 (1) and (ii) of the Madras Educational Rules. A scale of rates common to both kinds of school was desirable and the scale agreed upon was a flat rate of one anna a month for the infant, I and II standards, a rate of 2 annas a month for the III standard and 4 annas a month for the IV standard. It was considered that the total fee income (which is approximately Rs. 5.6 lakhs in Government, Municipal and Aided schools) would not be appreciably affected by this change. Its exact effect was not calculated. No conclusions were arrived at regarding the rates of fees that should ordinarily be levied in the higher standards of elementary schools.

It was also brought before the Conference that, if fees were abolished, or if the rates were reduced in Government, Local Board or Municipal schools, then managers of aided institutions especially Mission institutions—would probably have their schools depopulated unless they also reduced their fees to what would be charged in Government, Local Board and Municipal schools, in which case the managers of aided schools would require compensation from Provincial funds for their loss of fee income. This income amounts at present to about Rs. 1.2 lakhs.

Appropriation of fees.—According to the existing rules on the subject fees may be appropriated by the headmaster in these schools only which contain the four lowest standards. It was unanimously agreed that appropriation of fees in the four lowest standards should be allowed in all elementary schools. It was not considered desirable for the appropriation of fees to extend beyond the III standard.

The question by whom fees should be appropriated next arose. Various suggestions regarding the apportionment of the appropriated fees were thrown out. It was proposed that the fees be appropriated as at present wholly by the headmaster, or that they be divided equally among all the teachers in a school, or that they be divided among all the teachers according to their pay or that they be appropriated by the class teachers, each teacher taking the fees of the pupils in his own class. It was ultimately decided that it would be impracticable for the department to prescribe any division of the appropriated fees among the staff and that the appropriation be left as at present, i.e., made by the headmaster, who may make any or no arrangement if he cares to, regarding the apportionment of the appropriated fees among his staff.

Capitation allowance: Article 83, Madras Educational Rules.—The Conference was not in favour of granting "capitation allowance" on a graduated scale in the different standards. It was in favour of retaining a fixed capitation allowance at the present rate but of extending its application to the IV standard. The cost of this extension was estimated at Rs. 36,000. (At present capitation allowances are given only up to the III standard.)

Relation of elementary to secondary education.—The discussion on the advisability of continuing the present relations of elementary and secondary education was productive of no definite unanimous opinion.

The aims of elementary and secondary education were discussed and the points of difference in the curricula of the two classes of schools were criticized. Some Inspectors maintained that in this country the difference was one of degree rather than of kind and Mr. Kershaw in particular desired that no difference be made between elementary education and secondary education for the first seven years of a pupil's school life. This was not generally agreed to and it was pointed out that though the subjects taught in elementary schools might be the same as those taught in secondary schools during the first years of pupillage yet the teaching in secondary schools was both more extensive and better conducted than in the corresponding stages of elementary schools. It was asserted that secondary schools were much more popular than elementary schools because the teaching of English began much earlier in the former than in the latter schools; it was pointed out on the other hand, however, that, where local conditions require it, English can be taught in the earlier stages in elementary schools in this Presidency.

Among the reasons for drawing a hard and fast line of distinction between elementary and secondary schools were—

- (1) that elementary education in itself might be encouraged,
- (2) that the curricula in use in elementary schools might be made adaptable to local conditions and more suitable than they had been hitherto.
- (3) that the greater bulk of those pupils who were destined to have a complete secondary education might begin their education in a secondary school and should not be compelled to attend two or more schools in order to complete their school course.

Experience has however shown that parents usually prefer to send their children to the school which is nearest to their residence even though there might be a secondary school only slightly further distant, that they frequently prefer an elementary school to a secondary school on account of the cheapness of the former, that they pay little importance to the possibly higher social status attaching to attendance at a secondary school, and that they desire an easy transference from an elementary school to a secondary school for their children independent of the pupil's suitability or non suitability for higher education.

Statistics show that in secondary schools the 4th class and the 1st form have by far the largest number of pupils on the rolls. This indicates the large transference that takes place from elementary to secondary schools near the completion of ordinary elementary school instruction.

Rule 99, Madras Educational Rules.—The last paragraph of article 99, Madras Educational Rules, which lays down that a pupil entering the forms of a secondary school after receiving his prior education in an elementary school shall be compelled to pay a year's school fee provided that a secondary school was within his reach while attending the elementary school was freely discussed. It was generally agreed that the retention or deletion of this paragraph was dependent upon the view taken regarding the separation of elementary and secondary education. Some members maintained that elementary and secondary education were each an end in itself, different aims and ideals being accepted in each, and that the school courses should be formulated according to that view; others maintained that each stage of education might be considered as an end in itself and that there was no need to differentiate sharply, at all events in the earlier stages, between elementary and secondary education, as there was a permanent continuity throughout all education. Individual Inspectors were requested to express an opinion on the deletion or

retention of the last paragraph of article 99, Madras Educational Rules. Messrs. Duncan, Champion and Hart desired the retention of the paragraph. Mr. Kershaw desired its retention if the distinction between secondary and elementary schools should remain. Mr. Melville desired the abolition of the paragraph for model schools attached to training schools. Messrs. Hodges, Douglas, Hobday and Venkatarama Ayyar desired its abolition and Mr. Pranatirthara Ayyar reserved his opinion.

There is a strong disinclination on the part of managers to transform incomplete secondary schools into higher elementary schools. This is said to be due to the operation of the last paragraph of rule 99. On the other hand it was stated that the penal fee, as it is colloquially called, prescribed in this rule was not enforced except in schools under public management. It was also brought to the notice of the Conference—though this was a matter of minor importance—that even when this transfer or penal fee was collected there was no uniformity among managers in their method of dealing with this fee in their financial statements.

Tuesday, 16th June 1914.—Morning session.

Sir Alfred Bourne's suggestion.—Sir Alfred Bourne's suggestion to consider in the main secondary education as consisting in the education that is obtained in the four highest forms of a secondary school corresponding to the present forms III, IV, V and VI was brought before the meeting, but the Conference was not on the whole in favour of adopting it. Mr. Kershaw suggested that whenever a pupil who had completed his seventh standard in an elementary school desired to continue his education in a secondary school, he should be placed in the third form instead of in the fourth form as is usually the case at present. It was pointed out that this was in effect nothing more than moving the so-called penalty prescribed in rule 99, Madras Educational Rules, from the fourth standard to the seventh standard of an elementary school.

Encouragement of higher elementary education.—Suggestions which might be adopted in order to encourage higher elementary education, especially in villages, were next discussed, and chief among these proposals were:—

- (1) by aiding higher elementary schools according to the rules in force for granting aid to secondary schools,
- (2) by giving increased grants and allowances to and on account of teachers employed in higher elementary schools,
- (3) by re-instituting a leaving certificate for the seventh standard (i.e., a reversion to the Old Middle School or Lower Secondary Examination) which might be accepted as a qualification for employment,
- (4) by making higher elementary education preparatory to secondary education,
- (5) by making the requirements of staff and equipment in elementary schools identical with those of secondary schools up to the sixth standard and the second form respectively.

It was generally agreed that higher elementary education should be definitely encouraged and assisted and it was considered that the first method indicated above would probably be the best to adopt in order to achieve this end. With respect to the second method, it was considered that it would be a sufficient demand for the department to make at the present time if teachers with secondary qualifications were required for the upper standards of higher elementary schools and only higher elementary trained teachers for the lower standards. Inasmuch as there is a dearth of qualified secondary teachers throughout the Presidency, except in certain small areas, for example, in the Tanjore district and in Madras, it would be impossible to demand higher qualifications from teachers in higher elementary schools. Any increased aid would then be given only on account of teachers who possessed these minimum qualifications. The third suggestion mentioned above received very little support. The fourth suggestion was productive of very divided opinions, while the last involved a consideration of the financial effect of its adoption.

If higher elementary schools were encouraged in large towns it was considered probable that the majority of pupils who intend taking a complete secondary course would attend higher elementary schools rather than secondary schools on account of the lower fees charged in the former. There should therefore be no special inducement offered for the encouragement of higher elementary schools in the larger towns unless at the same time the fees in the upper classes of these schools were raised. It was not considered possible to raise the fees levied in secondary schools at the present time. The financial effect of lowering the rates of fees charged in the five lowest classes of secondary schools to the same rates as are charged in the corresponding classes of elementary schools and of lowering the rates charged in fifth and sixth standards of elementary schools and increasing the rates respectively so as to have a uniform rate in the seven lowest classes of all schools has been estimated at a loss of fee income of 4.8 lakhs of rupees.

It was suggested, and the suggestion met with a fair amount of approval, that where two secondary schools exist in the same locality fees not less than the standard rates should be levied in both.

Scholarships.—Two suggestions were brought up regarding the provision of increased facilities for the free education of poor boys of marked ability in secondary schools. The first method was raised by the Hon'ble Mr. V. S. Srinivasa Sastri in the last meeting of the Legislative Council. It was a proposal to calculate the teaching grant payable to a school on the assumption that all fees were charged at 90 per cent of their present rate. The approximate cost of carrying out this proposal is estimated at Rs. 47,000. The second method, which received the approval of the Conference, was to admit item 7 of the financial statement (expenditure on scholarships) in the calculation of the teaching grant earned by a school provided that the scholarship scheme in vogue in the school had received the approval of the department, which should take due care to see that scholarships were given not on account of poverty alone but on account of poverty in conjunction with marked ability. It was for example suggested that no scholarship should be awarded unless the recipients were among the first 15 or 20 per cent in order of merit of his class. The details of this alternative proposal were not worked out in the Conference. It was also suggested, though neither discussed nor accepted that a competitive examination might be instituted for the award of scholarships to poor deserving pupils, the examination to be conducted by the circle inspector.

Grants-in-aid.—The principle underlying the payment of grants-in-aid to secondary schools is that the amount of the grant shall be equal to one half of the net cost to the management. The advisability of modifying the manner of assessing teaching grants in secondary schools was brought under the discussion, Mr. Pranatirtha Ayyar maintaining that the present system tended to encourage economy at the expense of efficiency. He suggested that grants be made to depend upon the strength of attendance in the school, the normal requirements of a school as determined by the department, and its efficiency as estimated by the greater or less degree of proximity to these normal requirements that the school reaches, a school receiving no recognition or aid if its standard of efficiency fell below that which would be prescribed by the department. He desired that grants should be in the main based on attendance and that deductions from the grant should be made on account of the inefficient conduct of schools. It was pointed out to him that if grants were made to depend only upon the size of the school then many schools in small towns, where the attendance in the higher forms and consequent fee income are relatively small, would be at a serious disadvantage as compared with schools in large towns and that some of them might be compelled to close. The suggestion of Mr. Kershaw that schools be paid grants inversely as their size was not treated seriously by the conference. Messrs. Hodges, Champion and Kershaw were strongly in favour of a "get on or get out" policy. They suggested that inefficient schools be given a period of about four years in order to make themselves efficient and that if by that time they still remained inefficient as estimated by a departmental standard of efficiency, recognition and consequently aid should be withdrawn. Mr. Hart proposed that preferential treatment under the Grant-in-Aid Code should be given to Indian-managed schools as opposed to Mission schools but he found no one to support him.

The possibility of awarding in accordance with the present principles, teaching grants up to 25 or even 50 per cent over and above that which would be ordinarily admissible, in cases where departmental suggestions for improvement had been effectively carried out was discussed. It was proposed that the Code be made more elastic in its working and that greater power than at present exists be placed in the hands of Inspectors for the purpose of increasing or decreasing the amount of teaching grant payable to secondary schools.

It was suggested that increased teaching grants should be earmarked for expenditure on teaching staff, but it was pointed out that the increased grant of one year could not very well be utilized for increasing the pay of teachers inasmuch as this involved a recurring charge and the increase of one year might be followed by a decrease in the following year. It would therefore in all probability, be better to give any temporary increase as bonuses to teachers where the financial stability of the school was not such as to ensure the meeting of such a recurring liability from its own resources.

Endowments.—The question of endowments in schools gave rise to much discussion. It was finally agreed to divide all schools into two divisions for the purpose of this question and to distinguish those with endowments from those without endowments, an endowment being defined as property held in trust for the school by properly constituted trustees for the endowment. The difficulty of obtaining endowments for the purpose of secular education was generally recognized and it was attributed to the general indifference of the Indian community to this form of acquiring merit. The Conference saw no way, apart from personal influence and energy, of persuading wealthy Indians to put their hands into the purses for the purpose of giving money for founding endowments, though it fully recognized the immense value to educational work and to secondary schools in particular, of this mode of producing financial stability in educational institutions. Chapter IX of the Grant-in-Aid Code specifies the purposes for which grants may be made by Government in order to increase the amount of subscribed endowments. It was suggested to extend the scope of this chapter so that aid might be given towards endowments for general scholastic purposes, but it was feared that if such aid were given, it might be utilized mainly for the purpose of encouraging a large number of wholly and partially free pupils in schools at the expense of an increased general efficiency in

management and instruction. It was further suggested that the form of investment prescribed might be extended so as not to limit it to investment in Government securities alone. The *pros* and *cons* of this last suggestion were not treated by the Conference.

Adjustments of grants.—It was finally suggested that adjustments in the grant-in-aid awarded in any year be made on receipt of the financial statement of the year during which the grant was awarded. But it was pointed out that the present method which is that of awarding grant for any year on the financial statement of the preceding year is as equitable and as practicable as any other method so long as the school remains in a continuous state of being.

Number of school meetings.—The attention of those inspectors who raised the question of schools being held for a less number of days in the year than 180 was invited to article 24 of the Grant-in-Aid Code, and it was pointed out to them that any deficiency in the number of school meetings should be brought to the notice of the Director when the annual tabular inspection report was submitted. In such cases a proportionate grant would be awarded instead of the full grant earned.

Tuesday, 16th June 1914.—Afternoon session.

Nature study, Elementary Rural science and Instruction in Agriculture.—Mr. Chadwick opened a discussion on the teaching of agriculture in schools by reading a note which he had prepared on the location of the new training school for teachers at or near Coimbatore, the amount of land and accommodation considered necessary therefor, and whether any agricultural work should be done by teachers under training.

He maintained that there was an essential difference between the study of agriculture and what is commonly known as Nature study or elementary rural science and he contended that the function of the training school in this regard should be restricted to instruction in the latter subject. He emphasized the difficulties indissolubly attached to giving instruction in agriculture on account of varying local conditions and brought forward concrete instances in which teachers of agriculture had made use of perverted methods of instruction. He considered that it was undesirable to attach to the Agricultural College at Coimbatore special classes for giving instruction in agriculture to teachers under training though he emphasised the need for co-operation between the Departments of Agriculture and Education for the purpose, *inter alia*, of drawing up courses of study that would be suitable for adoption in training schools for teachers and promised that his department would lend its aid so far as is possible in assisting the Department of Education to draw up and have adopted suitable curricula for use in schools and in giving, if necessary, some lectures on suitable agricultural subjects. He considered that the syllabus now prescribed by the Educational Department for use in training schools was not altogether suitable inasmuch as it contained various portions of study which could only be adequately treated in an Agricultural College. He suggested that it might be modified or better still, replaced by a new syllabus which might well be based upon that prescribed for the Secondary School-leaving certificate course and which was drawn up by Mr. Sampson of the Agricultural Department. He promised to send to the Director of Public Instruction a specimen course which has recently been drawn up for use in the Agricultural College and which might be used as a basis for modification and adaptation in training schools. In order to solve however the practical difficulty which the Department of Education is immediately faced with, namely of beginning in some of its training schools a course on agriculture next month, he proposed that only certain portions of the syllabus now prescribed (soil and its constitution and the fertility of the soil) might be now proceeded with. Before instruction could be given in the whole of this portion of the syllabus he hoped that a curriculum approved by both departments of agriculture and education could be got ready for use. He brought to the notice of Inspectors of Schools that the Cambridge University Press series in rural science and in particular the book on the soil by Russel was of inestimable value.

The individual views and experience of the inspecting officers were requested. Mr. Champion stated that instruction in Nature study in the Ceded Districts was at present limited to the few very elementary lessons given in MacMillan's readers. Mr. Hobday agreed with him and was of opinion that very little training, if any, is given in agriculture in elementary schools, that the method of conducting elementary rural science lessons was a perversion of true science instruction, that pupils were not taught how to find out the properties of plants for themselves but that the properties were generally told to them by the teachers, that diaries of the growth of plants, etc. were sometimes kept by pupils but that the inferences drawn by them were not always the true inferences, that the rational mind would draw if left to itself but that they were the inferences that the teacher often erroneously told the pupils to draw. Mr. Venkatarama Ayyar agreed in general with Mr. Champion so far as the Southern Telugu districts were concerned. He stated that bad methods of teaching rural science were in vogue but that this was mainly due to the incapacity of teachers to give instruction by recognized good modern methods. He maintained that a much better class of teacher was required. He assured Mr. Chadwick that no scientific study of Agriculture is attempted even in those schools which possessed gardens. Mr. Hodges likewise agreed with Mr. Champion. Mr. Pranatirtha Ayyar stated that the condition of affairs just described was prevalent three or four years ago in the

Chingleput district but that he had drawn up a comprehensive syllabus of elementary science for elementary schools, circulated it to his assistants and to schoolmasters and allowed the teachers in consultation with the subordinate inspecting staff to make selections for adoption according to the necessities of the local conditions of their schools. He emphasized the difficulties of obtaining sufficient land and water for the purpose of Nature study and of fencing the plots and gardens in use from the incursions of the ubiquitous goat and cattle. He agreed that there were very few really good teachers available who could give satisfactory instruction in elementary science. Mr. Kershaw considered that no systematic course on plants was given in schools in the Coimbatore, Salem, North Arcot and Malabar districts and that on account of difficulties of land, water, climate, etc., it was practically impossible for teachers to develop an extension of Nature Study into agriculture. Mr. Hart considered that in some of the Tamil districts, e.g., in Tanjore, very fair observations and elementary inferences were made in elementary schools by pupils studying local vegetation and that something really useful was accomplished by them, though it could by no means be termed agricultural education. Mr. Melville said that in European schools such instruction as was given in elementary science was extremely disjointed and disconnected, there being no continuity or logical sequence in its treatment.

It was generally agreed that the work done in those training schools which had on their staff an agricultural instructor was very much better than that done in other training schools, that the modern trained men (i.e., those trained in Nature study) are far superior to teachers trained under the former curriculum and that in many places sufficient attention was not given to garden experiments even where facilities exist therefor.

Mr. Champion was of opinion that a book on Nature study for the use of teachers was urgently required. He considered that the general syllabus or outline of this book should be framed by agricultural experts, but that the book should be thrown subsequently into educative form by educational experts. Pamphlets would be required to supplement the information contained in this book and to allow of its adaptation to the varying local conditions that persist in different parts of the Presidency. Mr. Chadwick suggested that a sub-committee be formed for the purpose of drawing up a course of Nature study suitable for adoption in schools: this committee should thrash out the various subjects and divisions of subjects that might be taught and state which of them should be taught and what was considered the best methods of teaching them and to what extent the training schools and the Agricultural Department might take part therein. He proposed that Messrs. Wood and Sampson of the Agricultural Department be members of this committee and suggested that the Director of Public Instruction nominate two or three inspecting officers to complete the committee. The names of Messrs. Champion, Kershaw and Pranatirthara Aiyar were mentioned in this connection and the President promised to consider whether early effect might not be given to this suggestion.

Wednesday, 17th June 1914.—Morning session.

The Inspecting Agency, proposed reorganization.—On discussing the desirability and feasibility of reducing the four grades of inspecting officers now existing in this Presidency, viz., inspectors, district assistant inspectors, sub-assistant inspectors and supervisors, to two or three grades the Conference was practically unanimous in the opinion that two grades of officers and not more than two were necessary and that the members of these grades might be termed inspectors and deputy inspectors. The inspector would correspond to the present circle inspector and the deputy inspector to the present sub-assistant inspector, district assistant inspectors and supervisors being considered no longer necessary. The acceptance of this proposal would involve the limitation of the jurisdiction of each inspector and deputy inspector and necessitate an increase in the number of inspectors and sub-assistant or deputy inspectors. The inspector would be attached to the revenue unit, viz., the district and there would be in general one Inspector for each district. He would have under him a number of deputy inspectors corresponding to the existing sub-assistant inspectors and these latter would be responsible for the inspection of elementary schools and extension of elementary education. They should not be required to have more than from 80 to 100 schools in their charge. The number of deputy inspectors attached to each district would depend upon the area of and educational advancement of the people in the district. The headquarters of the inspector would be district head-quarters and he would be able to inspect all the secondary schools in his district and in addition to give a great deal more attention to the inspection and general administration of elementary schools than he is at present able to do. The senior deputy inspector would also ordinarily have his head-quarters at the district head-quarters though this was not deemed absolutely necessary. The acceptance of this proposal involves further the abolition of supervisors and district assistant inspectors. The Conference was unanimous in its opinion that supervisors were of extremely little value. Though they might have been useful in the earlier days of their institution in endeavouring to ascertain where elementary schools should be located, in advising in elementary educational matters so far as they were able, the teachers in existing elementary schools and in reporting to sub-assistant inspectors the needs of such schools, yet, it was unanimously agreed that their work had not in general been satisfactory and that a better qualified and higher paid official was

absolutely necessary for the main purposes for which supervisors existed. Much of the pioneering work for which supervisors were originally appointed is now rendered unnecessary on account of the compilation by the Director of Public Instruction of talk maps which indicate the population of each village and the number and kind of elementary schools which cater for its needs. Some inspectors were of opinion that district assistant inspectors were of extremely little use, that a great deal of the work done by them was merely the compilation of statistics which could be equally well done by a clerical staff, that they know little about elementary education in their districts and even less about secondary education. Other inspectors maintained that they fulfilled a useful function, but all were agreed that their retention would be rendered unnecessary provided that the proposed increase in the number of inspectors was sanctioned so that each district has its own inspector, who will correspond to the present circle inspector. It was impossible to work out fully during the Conference the financial aspect of these changes but it was roughly estimated that one sub-assistant inspector was equivalent financially to three supervisors and further that more than nine offices could be dispensed with, since each circle inspector would then have his head-quarters at the District Inspector's office. The real problem to face in introducing this change would be what should be done with the supervisors. A few of them are qualified L.T.s and these would be absorbed in the deputy inspectorate. A fair portion of them are getting on in years and are not far from the point of their retirement. Of the remainder some might be appointed teachers in schools under Government or Board management, and if precautions were taken not to confirm or appoint any more supervisors the proposed scheme could be brought fully into effect in the course of a very few years. This part of the proposal required further analysis on the basis of the personnel of the present supervisors. The suggested minimum pay for recruitment into the deputy inspectorate grade was Rs. 50 per mensem and in general none but graduates should be appointed. It was said that supervisors were useful for doing clerical work in the offices of sub-assistant inspectors but it was pointed out that a large amount of the clerical work done by them was work which should legitimately be done in the offices of local boards and that their real function was of an educational and not of a clerical nature. While the normal distribution of deputy inspectors would be by area it should be left to the inspector in whose district they work to remove them from one area to another or to make a redistribution of areas according as education developed and as local needs varied. In order to realise the legitimate aspirations of deputy inspectors a certain number of appointments should be in the Provincial service. It might also be necessary to increase the number of appointments in the higher grades of sub-assistant inspectors but these were considered to be matters for subsequent consideration. A certain amount of discussion took place as to whether an assistant inspector was necessary as advisor to an inspector, but the Conference was overwhelmingly of opinion that such an assistant was not necessary and that if the charge of an inspector were considerably lightened he would be enabled to be in complete touch with elementary as well as with secondary education in his district. It was also suggested that head clerks of Inspectors' offices might be graded in the lowest grade of the sub-assistant inspectorate, but the question was not discussed at any length nor was the suggestion accepted. Mr. Pranatirthara Aiyar considered that the name "assistant" had a higher status than the name "deputy" and he desired (1) that all assistant inspectors now in the Provincial service should retain the name of assistant inspector and (2) that all sub-assistant inspectors now acting as district assistant inspectors should retain the name of assistant inspectors and be placed in the Provincial service. It was generally considered that the name assistant inspector instead of deputy inspector might lead to some confusion in the functions of inspectors and deputy inspectors.

Local administration in education.—An apparent contradiction in the Local Fund Code was briefly discussed. The principle underlying the administration of schools under local boards and municipalities appears to be that inspecting officers are merely advisors to the local bodies and that the control of local educational institutions is entirely in the charge of municipalities and district or local boards. This is the implication of all the relevant articles of the Local Fund Code except article 385 which states that all local fund schools are under the direct control of the Educational department. The Director decided to address Government to rectify any apparent anomaly in the wording of the Local Fund Code with regard to educational matters.

Though it was generally recognised that the function of the inspecting officers of the Educational department was advisory and not one of control, yet many inspectors maintained that the control of elementary board schools was thrust upon educational officers by local boards. It was maintained that this was in itself a good thing since it tended towards greater efficiency in the management of elementary board schools and the expenditure of educational funds to a greater profit than if spent by the boards themselves. The policy of the department is efficiency in education and the policy of Government appears to be towards increasing local self-Government and in the present state of development of this country these policies are to some extent antagonistic. The President pointed out that it was the duty of the Educational department to control board schools as little as possible and that inspectors should encourage local boards to manage their own institutions and that the condition now said to exist in some areas, namely that the control of elementary board schools is practically in the hands of the inspecting staff

yet theoretically in the hands of the boards should cease to continue. He proposed to address Government and ask whether the Educational department might not be relieved of all correspondence relating to the management of elementary board schools, this being legitimately one of the functions of local boards and administrations even though it might be necessary to give local boards some additional clerical staff in order to cope with their educational work. At certain periods the clerical work of the offices of the sub-assistant inspectors is very great and delay in the disposal of correspondence is inevitable.

All inspectors except one were of opinion that the whole of the correspondence relating to board secondary schools, incomplete as well as complete, should pass through the circle Inspector. It was decided to adopt this suggestion even though it would necessitate certain minor changes in the Inspection Code. Up to the present there has been no uniformity of procedure regarding the inspection and control of incomplete secondary schools. Inspectors stated that they found it convenient for short leave to be granted to teachers in board schools by inspecting officers though long leave, recruitment and posting should remain in the hands of the Board.

It was decided to recommend to boards that each board might treat its own elementary school teachers as forming one cadre, that elementary school teachers should not be moved about too far or too frequently and that in order that teachers might obtain promotion in their own villages their pay might be made as far as possible personal. It was said that teachers in board schools rarely retained any managing interest in aided schools; the President, however, expressed the opinion that officers should be on their guard to prevent schools being farmed out. It was suggested further more that boards might form special sub-committees to look after the conduct of elementary education.

The formation of village educational committees.—Some of the members of the Conference were in favour of forming village educational committees in which should be vested the sole power of management of the village schools but that the committee should act only with the advice of the educational officers. Mr. Hodges opposed this proposal on the ground that it is not practicable at present. The President considered that it was a point where experiments might be tried and he was in favour of having one committee in each district appointed on an experimental basis. Mr. Champion and Mr. Pranatirthara Ayyar who were in favour of this suggestion were requested to draw up proposals for introducing the scheme in selected areas. It was pointed out that these committees would ordinarily have to rely upon taluk boards for funds.

Wednesday 17th June—Afternoon session.

Elementary School Leaving Certificates.—Mr. Pranatirthara Ayyar maintained that elementary school leaving certificates should be abolished inasmuch as they have no commercial value and comparatively few children take them. An elementary school leaving certificate formerly qualified the holder for admission to subordinate appointments, for example, to peons' places and Mr. Pranatirthara Ayyar cited statistics indicating the large falling off that there has been during the last few years in the demand for these certificates since the abolition of this examination as a qualification for Government service. It was recognised that it was impossible to demand for these certificates a commercial market value but it was agreed that they should be retained inasmuch as they form a record of the value of the pupils' school work and are still held to be of worth by some scholars and parents. It was stated that some sub-assistant inspectors were not very keen about their issue since it involves more work for them. It was decided to impress upon the subordinate inspecting staff the desirability of persuading pupils to take these elementary school leaving certificates.

Transfer Certificates in elementary schools.—The necessity for the production of a transfer certificate when a pupil goes from one elementary school to another was done away with, with the idea of not hampering the development of elementary education by any restrictions whatsoever. It was agreed that this is sufficient ground for making no change in the existing practice.

Prescribing of syllabuses for elementary schools.—The Conference next proceeded to discuss the desirability of prescribing, in some subjects even if not in all, the standard of attainment that should be reached in elementary and in incomplete secondary schools. The President was of opinion that general rules prescribing the standard that should be reached in teaching the three R's in the several standards of an elementary school might be drawn up for the guidance of sub-assistant inspectors. Some inspectors were, however, of opinion that the scheme of studies for elementary schools already published by the department was a sufficient guide for them, that if detailed instructions were issued to elementary school teachers their liberty of choice would be too much restricted, and that it would be extremely difficult to draw up any satisfactory and comprehensive detailed syllabus since the standard of attainment which could be reached in one school was not the same as that which could be reached in another, e.g., in a Brahman school a higher standard of knowledge was capable of acquirement than in a Panchama school. Other inspectors maintained that elementary school teachers did not desire liberty in the choice of a syllabus and that they were generally too ignorant to be able to formulate a course or syllabus of their own. Most inspectors agreed that the three R's were not

neglected in elementary schools and that it would suffice if a few general outlines of syllabuses were drawn up. These might be circulated to inspecting officers who in giving their opinion thereon, should take due care to make allowances for the large variations in a detailed course that would be necessitated owing to difference in locality in which schools are situated as well as to those necessary variations which are due to classes of children under instruction. Detailed specimen syllabuses might subsequently be drawn up by the department and sent to all inspecting officers as samples of what is considered possible and requisite in elementary schools. It was decided that tentative syllabuses should be drawn up according to the following distribution:—

- Mr. Hodges, Nature study;
- Mr. Champion, number and space work;
- Mr. Kershaw, nothing since he is opposed to the idea of drawing up such syllabuses;
- Mr. Hart, Civics;
- Mr. Hobday, Nature study;
- Mr. Douglas, Geography;
- Mr. Venkatarama Ayyar, Arithmetic;

Mr. Pranatirthara Ayyar informed the Conference that he had already drawn up detailed schemes for all the subjects of instruction in elementary schools and that he would send copies of them to the Director.

Publication of books for the use of teachers and pupils.—The Conference discussed next the desirability or necessity for taking steps to publish books written specially—

- (a) for the use of teachers in elementary schools.
- (b) for the use of pupils in elementary schools such as are contemplated in the scheme of studies prescribed by the department.

It also discussed the steps that might be taken to ensure the production of the requisite books where such were not available. It was asserted that elementary school teachers were not accustomed to use books of reference in the preparation of their lessons, that they were sadly lacking in knowledge, that they had only a very imperfect method of imparting such knowledge as they possessed, that training schools gave them in the main only what might be called the professional attitude, and that an immense amount remained to be done by the teacher—even a fraction of which was very rarely done—after he had finished his course of training. All inspectors were agreed that there was a distinct need for the publication of suitable books written in the vernacular and that these books should contain not only the matter for instruction, but notes on the methods by which the instruction might be given. The majority of inspectors were in favour of getting publishers to publish text books as well as handbooks for teachers the latter indicating the methods of instruction and to be used in conjunction with the former. Mr. Kershaw differed from the majority inasmuch as he advocated the publication only of books on method in general and did not agree that detailed methods of instruction in the shape of notes of lessons for each lesson were required. Mr. Champion maintained that suitable books somewhat on the lines of Mr. Yates' books on English and Longman's Practical Arithmetic were required. It was generally accepted that the books now on the market for the use of pupils were defective in many ways. In most of them the language of the vernacular was bad and the graduation of lessons even worse. It was therefore agreed that there is room in the publishing world for a better reader and the Conference suggested that two sets of readers might be compiled: the first, a literary reader pure and simple containing stories, fables, allegories, myths, narrative history, etc., of the nature, and of the external world in general, of the more important elementary facts of life, of nature, and of the external world in general. The former should be a comprehensive reader, and therefore of necessity large and well illustrated and the department might perforce have to prescribe it for use in schools. It was decided however, that there was no room for a special departmental set of readers. It was recognized that the financial aspect of the question of the publication of vernacular books was a serious one. Whenever there is a small sale, e.g., in the case of books on methods of teaching written in the vernacular, publishers will not look at the publication of such a book as a financially sound venture. If, however, the department recognizes the necessity for the issue of a certain book about which there may be a difficulty of some kind it behoves the department to request some one to write it and to grant him an honorarium therefor and to make subsequent arrangement with publishers for its publication. The person selected to write the book might be a member of the Educational Department provided he was considered the best man for the purpose. For books in Urdu the publications of Northern India would suffice.

Friday, 19th June 1914.

Secondary School Leaving Certificate scheme.—It was agreed that the Secondary School Leaving Certificate scheme was in general working well, except in certain details of minor importance. The teaching of Elementary Mathematics under the portion of the scheme and of the subjects contained under the B portion of the scheme, the systems of allotting marks to pupils and the methods and results of the promotions made, came under discussion.

It was asserted that Elementary Mathematics did not receive sufficient attention that the teaching of this subject was very indifferent, and that teachers seldom valued written work in it. It was also the opinion of some Inspectors that the B subjects did not receive their due share of attention in schools. Other Inspectors found that pupils are now being considered in the paid to the B subjects and that the work done in them by pupils is now being considered in the making of promotions though this was not generally the case when the scheme was first instituted. It was agreed that they should be considered equally with A and C subjects when promotions are made, and that inspecting officers should impress upon teachers in secondary schools the necessity for giving careful instruction in the B subjects.

Promotions and the assignment of marks.—It was said that in general about 70 per cent. of the pupils in any class are annually promoted. Mr. Kershaw recommended that the form average should be taken as the standard for comparison when making promotions. This was not generally accepted. It was suggested that the systems adopted in schools for awarding marks should be analysed and criticized by the inspecting officers with reference to the departmental system which was probably the best. In the seventh Circle this system has been insisted upon and the valuation was said to be good. In the fourth Circle there is a tendency to pay too much attention to the giving of marks at the expense of proper teaching of the subjects. It was the general impression that it was impossible to award marks equitably for oral work except in the case of recitation, reading and allied subjects. Mr. Champion advocated informal 5 minutes examinations written on slips of paper at the beginning of a lesson. He also advocated the award of general impression marks. Mr. Kershaw preferred the utilization of a whole period for examinations for which no notice should be given. It was asserted that teachers were much too weak in character to differentiate between the really good and the really bad boys and that in consequence the marks assigned to the worst pupils in the class are too high and that those assigned to the best pupils are too low. Regarding the endorsements of certificates by Inspectors it was agreed that if the marks assigned in one certificate are reduced they should be reduced in all the certificates of that class when it is evident that the work done by the pupils has been systematically over-valued; but that this power should be exercised only with very great caution. It was pointed out that the average marks now obtained in the public examination approximated much nearer than they did formerly to the average marks awarded to pupils in schools.

Examiners.—Mr. Kershaw called attention to what he considered the large number of chief examiners in the subjects set for the Secondary School Leaving Certificate public examination, who have no connection with high schools. On an investigation of the names of last year's examiners very few appeared to be unconnected with schools. Mr. Kershaw appeared to have come to his conclusion by leaving out of consideration persons who have work in second-grade colleges, all of which have a high school department attached to them. The President however considered that special care should be taken to appoint preferably only those persons as examiners who are engaged in secondary education provided that suitable examiners are available under this restriction.

History of India.—The provision that should be made for imparting in connection with Indian History some knowledge of the present administrative system of British India was taken up and it was decided to refer this question to a committee of the Secondary School Leaving Certificate Board then sitting and ask them to consider and draw up a syllabus on the History of India suitable for the B part of the scheme.

General.—One fact that was given as evidence of the success of the Secondary School Leaving Certificate scheme was that the number of pupils who now undergo a supplementary course is less than it was in previous years.

Sessional schools.—Practically all sessional schools are under the management of local boards and municipalities and the period of education or training of their students is six months. These schools fulfill a double function.

(a) *Their function.*—They give some slight training and improved education to teachers who are no longer young and who are not likely to join the ordinary training schools. They also take in teachers well on in life who have been trained under older methods and who desire to bring themselves as far as possible up to present-day requirements and methods;

(b) they give a further education and some very slight training to youths (usually the sons of elementary school teacher-managers) who have read up to the third or fourth standard in an elementary school with the object of sending these youths subsequently to receive a complete training in a recognized training school for elementary teachers.

Qualifications for admission.—The qualification for admission into a sessional school is usually the lack of any educational qualification. Applicants are generally given some slight examination in third standard work by the assistant inspector and upon this test selections are made. It is a general principle that teachers in schools who are not otherwise qualified for admission into an elementary training school should be admitted into a sessional school.

Necessity for continuance.—Mr. Kershaw considered that sessional schools should not be required to carry out both the above mentioned functions. He would even go further and abolish all sessional schools. The conference however was convinced of the necessity for

continuing these schools for some little time yet, although it considered that it might be possible to do without them some years hence. Mr. Pranakarthura Ayyar maintained that in his circle sessional schools served merely as a preliminary to admission into recognized training schools, the other inspectors, however, refused to accept this proposition so far as their circles were concerned, and it was evident that conditions were different in different districts.

Period of training.—It was suggested that the course of training in sessional schools be extended to one full year and that practically the whole of this time be taken up in improving the general education of the entrants. Another suggestion was to train those under (c) above for one period of six months in the year and those under (b) above for the other period of six months in the year, it having been generally accepted as a fact that the older teachers objected to studying along with young boys of 12 or 13 years of age. It was agreed however that while it was desirable to make the period of training as long as possible yet it might be shortened in any district on account of local conditions demanding a reduction in the time of training.

Special scholarships or stipends.—A suggestion which received the unanimous approval of the conference was that a system of special scholarships to be held in higher elementary schools and to be awarded to elementary school teachers and their children, be instituted at once, so that through course of time the necessity for the continuance of sessional schools should diminish considerably and eventually disappear. The recipients of the stipends should undergo a complete course of education in a higher elementary school so soon as their general qualifications were sufficiently high for them to benefit by such training. A stipend of Rs. 5 per mensem was proposed. In the meantime Inspectors should advise local boards to provide whatever kind of sessional school was considered necessary for their district.

Teachers in sessional schools.—It was generally agreed that better teachers were required for sessional schools and it was pointed out that one local board had recently appointed a graduate teacher to manage its sessional school, but that it was too early yet to form any correct estimate of the result and worth of the experiment.

Unrecognized secular schools.—A return upon the conditions existing in unrecognized secular schools had recently been called for by the Director of Public Instruction and the President of the conference quoted various extracts from these returns. They indicated that these schools are quite numerous, that in them teaching by rote is the order of the day, that they are very popular among the people, that fees are paid sometimes higher than the fees collected in the corresponding board schools, that payment is made often partly or wholly in kind and at irregular period of the year dependent mainly upon the seasons of harvest or upon the recurrence of festivals, that many of these schools remain open from sun rise to sun set, the pupils coming in and going out at any time of the day according as they desire or as they are freed by their parents from minor employments, that writing frequently takes place on cadjan leaves, that the Indian systems of arithmetic (fractional tables) and the elements of Astronomy based on the Hindu cycle of 60 years are usually taught and that the people appear to attach much value to the learning of Sanskrit transliteration of the prayers that are required by them when they go to temples to pray and which are taught in practically all unrecognized schools. It was asserted that these indigenous schools were often much more popular than aided or board schools and the conference discussed how far the department might go in adopting for use in recognized schools the subjects of instruction in them so as to popularize board schools.

Supervisors and sub-assistant inspectors were said to show an antagonistic attitude towards these schools and it was asserted that these subordinate officers did not recognize that a large amount of elasticity was required in dealing with indigenous schools so as to help them gradually to adapt their requirements to what is considered most suitable by the department, local conditions not being lost sight of. It was stated however, that Sub-Assistant Inspectors did not always in their recommendations regarding board, municipal and aided schools take due care to ascertain that the school hours proposed were so adapted to the needs of the people as they should be, and that they consider the use of cadjan leaves of necessity as a sign of an inferior education. Mr. Kershaw instanced a book that was in use in many of these indigenous schools which contained practically everything that was therein taught. It was generally agreed, Messrs. Hodges and Champion dissenting, that something might perhaps be prepared on the lines of the education that is imparted in these indigenous schools which would supplement the scheme of studies for elementary schools that is now prescribed by the department. It was recognized that there was absolutely no objection to the teaching, as is usually done in schools of Hindia prayers in their Sanskrit transliteration provided that full time prescribed was given to secular studies and it was accepted that much of the secular instruction that is now given in these indigenous schools might be included under general knowledge and issued as a supplement to the scheme of studies for use in elementary schools.

Educational statistics.—It was stated that the records or registers of the career of boys after they leave high schools were imperfectly maintained by headmasters of secondary schools, but no suggestions were made for their better maintenance.

Number of pupils of school-going age.—The number of boys of school-going age was next discussed, some members of the conference being of opinion that 15 per cent. of the male population was an inaccurate estimate of the number of pupils of school-going age. It was stated that this figure, 15 per cent. was arbitrarily fixed by the Government of India on analogy with

what is accepted by the Board of Education in England. In England the ordinary elementary school-going age is from 5 years to 14 years. These ages cannot however be accepted in this country. Both Mr. Pranatirthara Ayyar and the Deputy Director pointed out that the census returns as published made an actuarial investigation of the percentage of pupils who are of school-going age difficult, and only a very approximate figure could be calculated since the number of pupil of each age is given in the census reports only from birth up to five years of age, thereafter the figures being given only in five yearly blocks or totals. It was pointed out that the ordinary duration of school life in elementary schools which cater for the majority of the pupils of any country was less than the ordinary duration of school life in secondary schools which cater in general for the higher classes of society. It was suggested that the number of pupils of each age be in future given separately in the census returns. The President was of opinion that this question of school age ought to be specially investigated, and the Government of India subsequently addressed and requested to take some other figure than 15 per cent. if the investigation indicated that 15 per cent. was not a correct estimate.

Mr. Pranatirthara Ayyar suggested that it would be desirable to have a census taken of the number of unaided and indigenous schools and school children in non-municipal areas on the 31st of March every year by the village munsifs. A discussion arose as to the exact meaning of the words unaided and indigenous and of the essential difference between them. The conclusion arrived at was that unaided schools are to be considered as those which are preparing for recognition and aid and which therefore keep some registers though generally defectively and also adhere to some small curriculum; while indigenous schools are those which have no intention of seeking recognition and aid and which make no endeavour whatsoever to comply with the requirements of the department regarding adoption of curriculum or the maintenance of registers or in any other matter. It was thought that Mr. Pranatirthara Ayyar's suggestion might be useful for estimating the numbers of pupils reading in village schools and it was decided to consult the revenue authorities for the purpose of ascertaining whether they could help this department, the village munsifs being probably asked to prepare a census of pupils in unaided and indigenous schools on the 31st of March of each year.

It was mentioned *on passant* that many indigenous schools were longer lived than the corresponding aided schools.

Circulating libraries.—The last question taken up for discussion by the conference was the institution of circulating libraries, important board schools being their centres and books being issued to persons in the surrounding villages. This was advocated by Mr. Pranatirthara Ayyar and though the conference considered it desirable to have such libraries yet it could not advise anything being done in the matter except by way of recommendations being made to local boards regarding the advisability of opening such libraries. In England the provision of free libraries is an important part of municipal work and it was considered that in this country also the institution of libraries should be the work of municipalities and boards, and not of necessity that of Educational Department. The main crux of this question was as in many others the crux of finance. The money available for educational purposes is so limited that it will not allow of any trespass upon questions which are rather for local administration than for the Educational Department to deal with. The efforts of the department are limited by the funds at its disposal, to the educational school children, and provision for aid that used formerly to be granted under the Grant-in-Aid Code to public libraries was many years ago withdrawn. It was further more recognized to be the duty of the Inspector in his private capacity as citizen to advocate the institution of such libraries. In his public capacity as a Government servant he had to recognize the need of every available anna for expenditure upon the education of children.

The conference then adjourned.

J. H. STONE,
Director of Public Instruction.

Order—No. 178, Educational, dated the 17th February 1916.

The Director of Public Instruction will be requested to summon a conference of officials and non-officials for the purpose of discussing the following questions bearing on the Grant-in-Aid Code and the Madras Educational Rules :—

(1) Whether any revision of the existing rates of fees prescribed for elementary schools under public management is required, and if so, in what direction and to what extent is such revision desirable and feasible?

(2) Whether the system of appropriation of fees by headmasters of elementary schools (under public management) containing the four lower standards only, should be continued, extended, restricted, or abolished?

(3) How far does the system of capitation allowances to trained teachers in schools under public management (i) encourage the employment of trained teachers, (ii) induce and maintain a satisfactory attendance of pupils? and whether these

objects could not be as well or better attained by such a revision of the scale of salaries of trained teachers as could be effected without increasing the total expenditure from public funds on salaries and capitation allowances?

(4) Whether capitation grants and allowances (if retained) should be graduated according to standards, and if so, how?

(5) Whether the last paragraph of rule 99 of the Madras Educational Rules relating to the admission of pupils into secondary from elementary schools should be modified or abrogated?

(6) Whether the existing system of grant-in-aid to secondary schools needs revision, and if so, in what respects and with what aim in view?

(7) To consider and report on the list of backward classes and the principles and rules under which fee remissions or free admissions of pupils should be granted in (i) elementary and (ii) secondary schools under public management, and the principles and rules under which capitation allowances and grants-in-aid on behalf of such pupils are assessed.

2. The conference will meet on the 16th March 1916 and the following gentlemen will be appointed as members of it:—

Official members.

The Hon'ble Mr. J. H. Stone, C.I.E., Director of Public Instruction (President).
Mr. H. J. Allen, Principal, Presidency College, Madras.
" H. S. Duncan, Principal, Teachers' College, Saidapet.
" R. Littlehales, on special duty (Secretary to the conference).
" J. A. Yates, Inspector of Schools, 9th Circle.
" R. G. Grieve, Deputy Director of Public Instruction.
" H. Champion, Inspector of Schools, 5th Circle.
" H. O. Kershaw, Professor of Chemistry, Presidency College, Madras.
" C. Ransford, Inspector of Schools, 1st circle.
Miss Lynch, Inspectress of Schools, Central Circle.
" Patterson, Inspectress of Schools, Southern Circle.
Rao Bahadur V. K. Venkatarama Ayyar, Inspector of Schools, 2nd Circle.
Khaja Khan Sahib Bahadur, Assistant Inspector of Schools.
M.R.Ry. P. G. Vanehi Ayyar, Assistant Inspector of Schools, Malabar.
" K. Natesa Ayyar, Assistant Inspector of Schools, South Arcot.

Non-official members.

The Hon'ble Rao Bahadur M. Ramachandra Rao, Chairman, Municipal Council, Ellore.
" Rao Bahadur V. K. Ramanuja Achariyar, Chairman, Municipal Council, Kumbakonam.
" Mr. K. Rama Ayyangar, Madras.
" Mr. V. S. Srinivasa Sastri, Madras, Secretary, Hindu High School Committee, Triplicane.
Rao Bahadur N. Subba Rao, Vice-President, South Canara District Board.
M.R.Ry. A. Santanarana Ayyangar, Headmaster, V. R. High School, Nellore, and Chairman, Municipal Council, Nellore.
M.R.Ry. C. V. Narayana Menon, Chairman, Municipal Council, Calicut.
Yakub Hasan Sahib Bahadur, Correspondent of Vaniyambadi Madrasa-i-Islamia and a Commissioner of the Corporation of Madras.
M.R.Ry. K. B. Ramanathan, Council of Indian Education, and Professor, Pachiyappa's College, Madras.
" P. Subrahmanya Ayyar, Secretary, Madras Teachers' Guild, Pachiyappa's College, Madras.
Diwan Bahadur L. A. Govindaraghava Ayyar, Correspondent, P. S. High School, Myslapore.
M.R.Ry. K. Ganapati Ayyar, Principal, Kalikota College, Berhampur.
M.R.Ry. C. T. Parthasarathi Mudaliyar, B.A., L.T., Headmaster, Board High School, Chittoor.
Rao Bahadur A. C. Pranatirthara Ayyar, Retired Inspector of Schools, Madras.
The Hon'ble Rev. C. Prtendigh, Madras.
Canon Herbert Smith, General Secretary, Society for the Propagation of the Gospel, Madras.
Miss P. Grover, Church Missionary Society and Church of England Zenana Missionary Society, Madras.

The Rev. A. W. Brough, London Mission Society, Erode.
 " C. H. Monahan, Chairman, Wesleyan Mission, Madras.
 " J. H. Maclean, Secretary, United Free Church Mission, Conjeevaram.
 " J. Aberly, President, Lutheran Missionary Conference, Guntur.
 " W. L. Ferguson, Treasurer, American Baptist Mission, Madras.
 " L. C. Powers, American Madura Mission, Madura.
 " F. Bertram, s.j., Principal, St. Joseph's College, Trichinopoly.
 " C. Perazzi, s.j., Principal, St. Aloysius' College, Mangalore.

3. Non-official members who attend the conference will be granted travelling allowance under article 1004 of the Civil Service Regulations at the rates allowed to first-class officers.

4. The Director will be requested to forward to the Government a copy of the proceedings of the conference with his own remarks on the recommendations made by them.

(True Extract.)

P. RAJAGOPALA ACHARIYAR,
 Secretary to Government.

To the Director of Public Instruction.
 " Local and Municipal Department.
 " Financial Department.
 Editors' Table (Order only).

EDUCATIONAL DEPARTMENT.

NOTES CONNECTED WITH G.O. No. 178, EDUCATIONAL,
 DATED THE 17TH FEBRUARY 1916.

[SUBJECT.—*Revision of the Madras Educational Rules and the Grant-in-aid Code.*]

From the Director of Public Instruction, Madras, dated the 9th March 1915,
 Ref. on Cur. No. 5536/14.

The present editions of the Madras Educational Rules and the Grant-in-aid Code were introduced in 1906 when the system of education and the method of aid underwent thorough modification.

Since then there have been several proposals for modifications of the rules, and such of those, the necessity for which was patent and which did not involve radical alterations, were from time to time approved and embodied in the rules and the code. The important suggestions in respect of the modifications of the system of grants-in-aid to elementary and secondary schools and of the connection between elementary and secondary education were held in abeyance with a view to detailed investigation in the light of experience gained in the working of the rules. Matters were brought to a head recently by certain resolutions moved at the meeting of the Legislative Council in respect of these questions. The Director of Public Instruction summoned a conference of inspectors and consulted them on the questions raised. He now

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submits for orders whether he could summon a conference of officials and non-officials during the next cold weather and what subjects should be brought up for discussion at the conference. In the case of some of the subjects the preliminary general approval of the Government is requisite, as without such approval a proposal involving a radical change in policy could not be placed before the conference.

With his current letter a copy of the proceedings of the conference of inspectors

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is also submitted for information. It does not appear that portions of these proceedings beyond those relating to the subjects now under disposal need be considered in this connection. It is presumed that the Director will himself address the Government, if necessary, in respect of those matters. He has already referred to those portions relating to inspection and agricultural instruction in separate communications submitted by him on those subjects.

I do not concur in this reasoning. I believe we are committed to the conference next cold season: and in regard to important questions, there is no reason why we should decide in advance of the conference.

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at all. It is therefore submitted that the question of holding a conference may be considered after the proposals for alterations have been dealt with.

2. The question whether a conference is necessary depends upon the subjects that have to be considered by the Government. Unless the Government decide to consider the alterations of important portions of the rules and the code, it may not be necessary to hold any conference

3. The proposals now submitted for the alterations of the Educational Rules and the Grant-in-aid Code touch both elementary and secondary education. They are classified below :—

A. Elementary—

- (i) General Nil.
- (ii) Institutions under public management. { (a) The adoption of a uniform scale of fees in the first five standards whether attached to elementary or secondary schools;
(b) the appropriation of fees by the staff in the elementary schools of all ranks;
(c) the abolition of capitation allowances to teachers and the substitution of a system of enhanced pay.
- (iii) Aided institutions .. The introduction of a graduated scale of capitation grant varying according to standards.
- B. Secondary—
- (iv) General The admission of pupils into secondary from elementary schools.
- (v) Institutions under public management. Nil.
- (vi) Aided institutions .. The replacement of the whole system of aid to secondary schools.

These questions will be dealt with seriatim below.

A. ELEMENTARY.

(ii) (a) Revision of the scale of fees in elementary schools.

4. At present two different scales of fees are laid down for (a) schools with the Rule 84 (i) of the Madras Educational Rules. four lower standards only (infant to third) and (b) those with the fourth and Rule 84 (ii) of the Madras Educational Rules. higher standards, as shown below :—

Standards.	Fees in schools with first four standards.		Fees in other schools.	
	AS.	AS.	AS.	AS.
Infant	1/2	1		
First	1	2		
Second	2	3		
Third	2 1/2	4		
Fourth		6		
Fifth, sixth and seventh		8		

The levy of the fees in the lower grade schools is left entirely to the discretion of the teachers; and the management in the case of higher grade schools is given the power to modify the scale where necessary. This rule was introduced in 1906 when the rules were generally revised. The distinction in rates of fees existed even prior to that date; and of the two classes of elementary schools then recognized, no fees at all were prescribed in the case of the old vernacular schools, the levy of fees being optional, and a scale, similar to that now in force in respect of schools with higher standards, was prescribed for the English primary schools. That distinction was perpetuated in the revision of 1906 and nominal fees were laid down for lower elementary schools, it being considered undesirable (as unduly interfering with private enterprise) to do away with fees altogether, and a higher rate was laid down for higher grade schools.

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The immediate effect of the opening of the fourth standard in a school is now to raise the scale of fees.

5. The differentiation in the scale of fees was recently objected to; and the

Page 13 of G.O. 702, Educational, 12th June 1914.

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Hon'ble Mr. Srinivasa Sastriyar moved a resolution at the meeting of the Legislative Council held on the 3rd April 1914 to the effect that the scale of fees prescribed for schools containing only the four lower standards be made applicable to these standards in all grades of elementary schools. As the Additional Member was told that the subject was under the consideration of the Government themselves, the resolution was withdrawn. The subject was discussed by the Conference of Inspectors which sat in Ootacamund in June 1914. It was unanimous in thinking—

(1) that there was no need to differentiate in the rates of fees levied in standards infant to third, between schools having only the four lower standards and those with higher standards; and

(2) that a revised rate of fees common to all elementary schools should be introduced at the rate of one anna a month for the infant, first and second standards, two annas for the third, and four annas for the fourth.

The Director (Mr. Stone) does not expressly state whether he approves the above recommendation. It appears he does not: he says he is not in favour of any reduction of fees for higher elementary schools.

6. It was stated at the Inspectors' Conference that, though the total fee income from all schools under public and private management taken together would not be affected appreciably by this change, those under private management, especially mission institutions, would have to face a loss of fee income if they adopted the revised scale. No exact calculations had been made to show the probable loss. If the above general statements are accepted, there should be a gain in fee income in the case of schools under public management. It is not understood how this will come about, especially as the fees collected in those schools will be appropriated by the headmasters.

	Present rates.		Proposed rates.
	With first four standards.	With higher standards.	
Infant	1/2	1	1
First	1	2	
Second	2	3	2
Third	2	4	
Fourth		6	4
Fifth, sixth and seventh		8	8
RS. A.			
Existing rate for the whole course up to the third standard		4	8
Proposed rate for the whole course up to the third standard		3	12
			0 12
Existing rate in other schools. 7			8
Proposed rate in other schools. 3			12
			3 12

7. As regards the scale of fees proposed, though it may at first appear that those rates are higher than the present rate for lower elementary schools, taking the case of a single student passing through all the last four classes, it will be seen that he will gain to the extent of As. 12 for the whole course, while in comparison with the existing higher rates the student for the whole course will gain Rs. 3-12-0.

The following statement shows in one view the total fees leviable according to existing rates, those actually collected and those realizable under the new scale, the calculations being based on the figures of 1913-14:—

	Fees according to existing rates.	Fees actually collected.	Fees according to the new rates.
Schools under public management—	LAKHS.	LAKHS.	LAKHS.
Schools with third standard as the highest and below.	1.56	0.01	1.60
Schools with fourth and higher standards	3.19	1.40	1.89
Total ..	4.75	1.41	3.49
Aided schools—			
Schools with third as the highest and below.	3.87	2.78	3.85
Schools with the fourth and higher standards.	2.85	1.51	1.68
Total ..	6.72	4.29	5.53

The figures in the last column cannot represent the probable amount that may be realized under the proposed scale. Taking the proportion which the present actual income bears to that realizable under existing rates, the probable amount that can be collected from schools under public management with the fourth and higher standards will be 0.83 of a lakh as against 1.40 now realized. (The schools with standards less than the fourth have been left out for this consideration as headmasters can appropriate the fees collected therein.) With a similar calculation the probable amount that can be realized in all the aided elementary schools according to the new rates will be 3.54 lakhs as against 4.29 as at present collected. Thus in both

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these calculations, it is doubtful whether the statement made at the conference that the total fee income would not be affected can be taken as correct.

If the schools under private management agree to forego a portion of their income and adopt the new rates, there can be no objection on the part of the Government to forego similarly a portion of the income on their behalf and on behalf of local bodies. At least to ascertain the desire of private management, it is submitted that this point seems to be a fit case for consulting the proposed conference upon.

This question of the revision, if any, of the scale of fees in elementary schools may go before the conference.

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So far as general education is concerned there seems to be no reason to apprehend that it will in any way be affected by this change so far as public schools are concerned.

If the conference agree, the Director may in submitting the result to the Government be asked to note clearly the financial effect of the introduction of the revised scale of fees in the various classes of schools.

A. ELEMENTARY.

(ii) (b) Appropriation of fees in all elementary schools by the staff.

8. Rule 84 of the Madras Educational Rules lays down that, in schools containing the four lower standards only, the fees may be appropriated by the headmaster.

Paragraph 8 of G.O. 509, Educational, 31st July 1906.

Endorsement of paragraph 11 on page 4 of the Government Order.

Paragraph 11 on page 4 of the Government Order.

This rule was introduced in 1906. While framing the rule, it was thought that people would more readily pay fees if teachers were to appropriate them, that there could not otherwise be any effective check over the collection of fees, especially as discretion to waive fees had been

given to teachers and fees were often received in kind, and that the amounts involved being small much of trivial treasury transactions and account-keeping could be avoided.

9. Representations have on various occasions been made to the Government that the restriction of the concession of appropriation of fees to schools with the infant and first to third standards had placed the teachers in schools with the fourth standard at a disadvantage and that consequently teachers were interested in seeing that

Memorandum 1925-1, 24th December 1910, on page 3 of G.O. 908, Educational, 22nd December 1911.

higher standards were not opened in their schools. A specific reference was made on the subject to the Director of Public Instruction in 1910, but Mr. Stone, while prepared to recommend alternative proposals for the extension of the system of payment of capitation allowances, was not disposed to agree to the extension of the system of appropriation of fees, as it amounted in practice to some approach to free

education, the parents only paying what they could, and in sending their children to a board school they were in the same position as if they were sending them to a teacher-manager school. The proposal was accordingly dropped.

Paragraph 4 of his letter, pages 4 and 5 of G.O. 908, Educational, 22nd December 1911.

G.O. 908, Educational, 22nd December 1911.

The question of the extension of the fee-appropriation system was again brought up by the Hon'ble Mr. Srinivasa Sastriyar in the form of a resolution moved at the meeting of the Legislative Council of the 3rd April 1914. He proposed to allow headmasters and staff of all grades of elementary schools (as against those with only four lower standards as in the rules) to appropriate the fees collected from the pupils of the four lower standards. It was then pointed out that the reason, that the restriction prevented the opening of the fourth standard, had not the same force as before, as

an actual disability in its way had been removed by the amendment of the rules making capitation allowances payable in the case of all elementary schools, instead of only in those with four lower standards as before, and that the effect of its working had to be watched further.

Paragraph 2 of office, note on page 10 of G.O. 702, Educational, 12th June 1914.

It was also observed that the financial effect of adopting the proposal would be prohibitive in the then state of finances. As the whole question of elementary education was separately under the consideration of the Director, the resolution was withdrawn.

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10. The Director consulted subsequently the Conference of Inspectors on this point; and it was unanimously agreed by them that the appropriation of fees should be allowed in all elementary schools. As regards the question whether headmasters alone should have the monopoly of the fees as at present, it was resolved to leave the matter to the headmasters to apportion or not any portion of the appropriated fees to his assistants.

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11. The Director (Mr. Stone) does not agree with the conference in this respect. His reasons are—

(1) That with the large increase in the number of backward classes, who are exempt from payment of fees, the privilege of collecting fees by the staff has become less important than before;

(2) That other inducements for opening fourth standards have been introduced or under consideration, e.g., removal of penal fees for transfers from elementary to secondary schools.

(3) that the proposal would deprive the Government, local bodies and probably private managers of an appreciable annual income of at least a lakh and a third (which it is not possible to replace at present);

(4) that it would not also benefit teachers to the same extent, as parents cannot be induced to pay the same rates of fees; and

(5) that fees collected from schools which provide for more than minimum education should be utilized in meeting the extra cost involved.

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The Director does not therefore apparently recommend this question to be placed before the proposed conference.

It is for consideration whether the Director's recommendations may be accepted, chiefly on the ground of finance if not on others. The need for it is not so pressing as before with other concessions granted and in contemplation. There can be no doubt that if placed before the conference a recommendation in support of it can surely be elicited. It may perhaps be better not to consult the conference about a matter which cannot be given effect to even if recommended.

I would allow this question also to go before the Conference. A reference to the Conference does not bind us to accept its views. But it is an advantage to know what the conference would say before we decide the matter finally.

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Substitution of a system of bonus for appropriation of fees.—At the Conference held at Vellore by His Excellency with educational officers, it was suggested, as an alternative to the total abolition of fees, that in elementary schools under public management with only the first four standards, the teachers, instead of being allowed to appropriate the fees, should be required to credit the fees to the management and be granted a bonus in lieu of the fees. It has been directed that this suggestion should be considered in this connection. The absolute abolition of fees was considered in 1906 and it was dropped as being undesirable. It has not been shown that the system of fee-appropriation is not working well and needs replacement. One of the main objects of allowing the appropriation was to perpetuate the indigenous method of payment of fees in kind, which practice would in rural areas obtain still for a long time to come. Such method of payment could not obviously be brought to regular account. If the system of payment in money is enforced, it may work hardship and with the discretion allowed under the rules to teachers to waive fees in special cases, it will be difficult to exercise any sort of check over collections.

Of paragraph 11 (iii) on page 4 of G.O. 509, Educational, 31st July 1906.

After all it is not clear in whose interest the alternative suggestion is proposed. No doubt it will be to the interest of the teacher to be guaranteed a fixed bonus in lieu of an uncertain and precarious source of income. The result of the adoption of this proposal will only be that the management will, in view of the difficulties mentioned above, get no appreciable income from fees, while they will be saddled with a heavy and fixed liability in the present circumstances the management cannot afford. Other means for encouraging the opening of fourth standards have, as already noted, been proposed.

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in the shape of bonus to teachers which in this question may, for the present, be left alone.

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The question of the appropriation of fees may come under examination again, if the proposal to introduce a common scale of fees in all elementary schools (lower and higher) is approved and given effect to.

A. ELEMENTARY.

(ii) (c) *Capitation allowance to teachers in elementary schools under public management.*

12. This allowance is distributed among trained teachers of elementary schools under public management (i.e., Government, Local Board and Municipality),

and is calculated on the average daily attendance in the four lower standards at the rate of Re 1 per year for each pupil or Rs. 2 in the case of girls or pupils belonging to the backward classes or castes. 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 allowances has been reaffirmed by the Educational Department of the Government from time to time. Lastly in 1911 Mr. Stone in connection with a reference made by Government reported that capitation allowance would have to be retained at least to provide for girls and pupils of the backward classes as it would be otherwise impossible to do so by the manipulation of the rates of pay of teachers. He was also of the opinion that elementary education would suffer by the abolition of the allowance and any proposal to that effect would mar the present valuable simplicity of the rules and would render it impossible to adjust new rates as to indemnify the teachers exactly.

Page 36 of notes to G.O. 509, Educational, 31st July 1906.

Paragraph 5 of his letter on page 5 of G.O. 908, Educational, 22nd December 1911.

allowance would have to be retained at least to provide for girls and pupils of the backward classes as it would be otherwise impossible to do so by the manipulation of the rates of pay of teachers. He was also of the opinion that elementary education would suffer by the abolition of the allowance and any proposal to that effect would mar the present valuable simplicity of the rules and would render it impossible to adjust new rates as to indemnify the teachers exactly.

The Director (Mr. Stone) is now inclined to abolish the capitation allowance altogether and to substitute regular and substantial increments of pay to teachers. The reasons which he now adduces are—

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(1) that the capitation allowance system is much less effective in inducing large attendance than it was expected to be; especially as their payment is optional with local bodies and as with the increasing number of pupils of the backward classes not even half the rates laid down by the rules ordinarily becomes payable to the teachers even with large provincial subsidies; and

(2) that the system is capricious in its working, as teachers of the same qualifications get varied amounts of capitation allowance, the amount payable being dependant upon the number and class of pupils and the proportion of trained to untrained teachers in schools.

13. The conference of inspectors was in favour of retaining a fixed capitation allowance at the existing rate though not on a graduated scale. The Director has not yet formulated definitely proposals to serve as a substitute for capitation allowance, but he requires the preliminary approval of Government to the initial proposal of abolition of the allowance.

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14. The system of capitation allowance to teachers in schools under public management has its counterpart in the payment of *grants* to elementary schools under private management, part of which is based on the number of students in attendance. The Director does not propose to alter the system so far as aided schools are concerned. If an incentive in this shape is required in the case of aided schools, it seems to be much more needed in the case of public management schools, as teachers who are unconcernedly drawing a fixed pay from public funds will have no incentive to care for the attendance at the schools, except for the bare minimum that is requisite for running the school as such. Though the Director considers that the present system is not of very much use as was originally expected to be, he does not

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show that there is any harm in its retention and that the objections he raised so lately as 1911 to the abolition of the system do not now exist. Even at reduced rates the capitation system may still be fulfilling its original object in some measure. Barring the important factor of being an incentive for gathering larger attendance, there seems to be no objection to the substitution of regular and substantial increments of pay as proposed by the Director, but in the absence of any definite proposal it may not be possible to venture an opinion either way on the question. It is therefore for consideration whether the Director of Public Instruction may be asked to submit, for the information of Government, the draft rules which he proposes to substitute for the capitation system and to report how his revised scheme will provide the incentive for large attendance which the original was intended to supply.

If his proposal for the abolition of the capitation system is not accepted, the Director would propose the adoption of graduated scale of capitation allowance similar to that which he proposed for capitation grant. The latter will be separately dealt with below; if that is adopted, the extension of the system of capitation allowance seems unobjectionable, provided its entire abolition is not approved.

A. ELEMENTARY.

(iii) Graduated scale of capitation grant.

15. Capitation grant is the grant paid to an elementary school under private management calculated at As. 8 per year for each pupil in average daily attendance, the rate being, at the discretion of the sanctioning authority, increased to Re. 1 for each girl or pupil belonging to one of the backward classes or castes (article 15 of the Grant-in-Aid Code). The grant is uniform for all the standards, that is to say, the grant is not graduated in amount according to the standard, so as to enable the higher standards to get more grant. The scale was first introduced in 1906.

Paragraph 10 of G.O. 356, Educational, 21st May 1906.

Paragraph 18 of his letter, page 4 of G.O. 356, Educational, 21st May 1906.

premature promotions with the view of securing the higher rates—paragraph 18 of Director's letter on page 4 of G.O. No. 356, Educational, dated the 21st May 1906. So long ago as 1907 the Missionary Council on aided education (now called the Missionary Educational Council of South India) pointed out that the system of uniform capitation grant was objectionable, as it

Paragraph 5 (C) of its memorial on page 4 of G.O. 190, Educational, 16th March 1908.

would have the effect of accentuating the disparity that already existed between the numbers of pupils in the lowest classes compared with those in the higher and as it was much easier to get children to enter the infant standard than to retain them in the higher standards. The objection

Paragraph 3 of Mr. Taylor's note on page 6 and Sir A. Forbes' note on page 11 of notes to G.O. 190, Educational, 16th March 1908.

increase proportionately the grants for pupils in the fourth and higher standards.

Mr. Logan's letter on page 7 of the Government Order and Dr. Bourne's note on page 16 of the notes to the Government Order.

ponement of the consideration of the question, no further action was taken in the matter; and the Missionary Council was told that the suggestion would receive consideration when the rules were next revised. The matter was again discussed

G.O. 190, Educational, 16th March 1908.

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by the Missionary Educational Council of South India at a deputation which waited on His Excellency in August 1914. The Director then promised to give further consideration to the matter—page 7 of G.O. No. 997, Educational, dated the 22nd August 1914 and pages 11, 12 and 21 of the notes to that Government Order.

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16. Since then the Director has been investigating the question of the duration of school life and the statistics which he had collected showed that during the last five years also there has been a diminution of school life. He has come to the conclusion that the educational system and especially the arrangement under which a capitation grant or allowance for each child is given irrespective of any thing but its attendance at school, is responsible for it and that an unwieldy infant class without an adequate staff is

the consequence. To remedy the evil Mr. Stone proposes a system of capitation

* Standards.	Capitation grant. As.
Infant	6
First	8
Second	10
Third	12
Fourth	14

(The rates to be doubled for girls and backward classes.)

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consequently the system would work well on the whole. He is of the opinion that the inspecting officers should be able to see that improper promotions to earn grants were not made by teachers and states that he could arrange that this is kept in view in assessing grants.

More easily said than done.

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If graduated scale were introduced for capitation grants, the same system should naturally be extended to capitation allowances also. The additional cost to Government on these accounts is calculated by the Director of Public Instruction to amount immediately to Rs. 6,125

Quite so.

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per annum and it is stated that it would obviously rise in proportion as it attained the end in view. As observed above the Government have all along been inclined to adopt this system. It has been the want of confidence in the department to prevent undue promotions that has till now stood in the way of giving effect to it. The public have been clamouring for it. Now that the Director of Public Instruction is confident of taking adequate steps to prevent any injurious effects of it, there seems to be no objection to accept it. Past experience appears to have led the Director to the conclusion already referred to by the Missionary Council. The additional expenditure involved is not large and in the wake of the new system some far reaching advantages are foreshadowed. It is therefore for consideration whether the proposal may be accepted.

I personally agree with the conference of inspectors to oppose the change; and I fear that the Director of Public Instruction is over-rating the ability of the department to restrict reckless promotions which would set in the introduction of a graduated scale. The question may be allowed to be discussed at the conference.

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B. SECONDARY.

(iv) *The admission of pupils into secondary from elementary schools.*

17. In connection with this question the specific proposal that has been made relates to the abrogation of the last paragraph of rule 99 of the Madras Educational rules which runs as follows :—

"In the case of the admission into forms I, II, III or IV of a pupil who does not produce a certificate of attendance at a recognized secondary school, an entrance fee equal in amount to the year's fee of the form or class next below that into which he is admitted shall be levied in addition to the ordinary fees. Provided that, if the headmaster is satisfied that previous to admission a recognized secondary school was inaccessible to the pupil, this entrance fee may be reduced or remitted."

The object of the rule is to maintain the difference in classification between elementary and secondary schools introduced in 1906 (the former of which are intended for children unlikely to continue their education beyond the elementary stage and the latter designed to lay a foundation

for higher education) by checking transfers of pupils from elementary to secondary schools thereby compelling the boys intended for secondary education to study in a secondary school from the earliest stages. The origin of this rule and its subsequent history are detailed in the notes on pages 14-17 of G.O. No. 700, Educational, dated the 12th June 1914. The rule was originally very rigorous in that it absolutely prevented the admission of a pupil from an elementary school at a higher stage than the fourth standard in a secondary school, although he might have reached a higher standard in the elementary school. The immediate effect of this rule was a considerable loss to

Paragraph 2 of office-note on page 14 of G.O. 700, Educational, 12th June 1914.

elementary education, which was itself the result of a prevailing feeling that elementary schools were something fit only for villagers, Panchamas and other backward classes. As a first step a relaxation was made in 1907 allowing power to head-

G.O. 841, Educational, 18th December 1907.

masters, subject to revision by the Inspector, to admit pupils at any stage from elementary schools at his discretion. On experience it was found in 1910 that this power had not been exercised with judg-

Paragraph 3 of Director's letter on page 3 of G.O. 271, 21st May 1910.

ment and a further check was therefore considered necessary; at the same time it was also considered desirable to abolish the

G.O. 271, Educational, 21st May 1910.

result. Since 1912 there have been some complaints about the working of this rule and the last was the resolution moved by the Hon'ble Mr. Srinivasa Sastriyar at the meeting of the Legislative Council of 3rd April 1914 for the total abrogation of the paragraph, which was withdrawn on assurance of consideration.

Pages 18-23 of G.O. 700, Educational, 12th June 1914.

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18. The rule has been defended on the grounds that its effect both on secondary and elementary schools is salutary in that it makes possible the maintenance of the lower classes in the former and also checks the admission of unqualified pupils to the fourth classes in them, and that it prevents elementary schools from neglecting their proper work in order to prepare boys for the secondary course. It is also pointed out that it provides sufficient safeguards against hardship in special cases.

On the other hand, the rule has been criticized on the grounds that it forces parents to send their children away from their homes at too early an age to overcrowded secondary schools, often with insufficient hostel accommodation, that it discourages the growth of rural schools, that

it prevents private study and that it merely tries to perpetuate a difference between education in an elementary school and that obtained in the lower classes of a secondary school, while none actually existed.

19. At the meeting of the Council referred to above, the Hon'ble Mr. Stone stated that the retention or the abolition of the rule depended on the decision as to the maintenance or the abolition of the existing sharp distinction between elementary and secondary education, that before the question was decided one way or the other he must first consult the officers of the department and take their advice and that, if necessary, he would recommend the conclusions thus come to being referred to a committee of officials and non-officials. The question was accordingly referred to the Conference of Inspectors and their proceedings on the point will be found on pages 17 and 18 of the current file. Five of the Inspectors voted for the deletion of the paragraph in question, three for its retention, while two remained neutral. The Director of Public Instruction also recommends the abolition of the rule under reference and

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his reasons are based both on grounds (1) of needlessness of the rule for the purpose of even maintaining the distinction between elementary and secondary schools and (2) of inexpediency of also maintaining the latter distinction. Under the former head he observes—

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(a) that it is not enforced in more than half the total number of schools, the transition from elementary to secondary schools taking place mainly into the third and fourth classes of the latter;

(b) that the selective power given to the headmasters by rule 47 is now being largely exercised and that in proportion as headmasters exercise this power the restriction now in question is unnecessary;

(c) that the existence of the rule in question discouraged the exercise of the above power by headmasters; and

(d) that the rule itself cannot prevent admission of pupils into classes for which they are unfit.

On the other aspect of the question of the distinction between elementary and secondary education, the Director (Mr. Stone) is not very keen that any sharp distinction should be maintained. His view is that an ideally good education for the first three or four years of school life should equally fit a boy for any subsequent course whether called higher elementary or secondary. It is at the same

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time pointed out that the chief difference in practice between instruction in elementary schools and in the lower classes of secondary schools is the teaching of English. While it is now only optional in the former, it forms a regular course of study in the latter. It is stated that a necessary consequence of the deletion of the rule in question would be an increasing attempt to teach English in elementary schools. Thus the whole question largely hinges

Very probable.

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on the policy in regard to the teaching of English.

20. It is pointed out by the Director that the present policy of confining the teaching of English to secondary schools and of allowing it in the early stages only in cases where English was likely to be necessary later on, does not commend itself to public opinion and that people want English to be taught as widely as possible, partly because they want as many pupils as possible to have the chance of going on to the secondary schools and partly because they find even a small knowledge of

English practically useful. The Director is prepared to meet the aspirations of the people in this regard since he believes that a knowledge of English is the best intellectual gift the English have for the Indians. Sir Alfred Bourne who initiated the policy in question held that this would be a calamity because it would unfit the elementary schools for their proper function of fitting the masses for their position in life. Mr Stone holds a different opinion. In his view the connection between the various stages of education is so vital that artificial stimulus cannot be given to one stage without the danger of prejudicially affecting the others.

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of contention seems to be less important.

itself into one of allowing English teaching

Cf. G.O. Mis. 2291 M., 21st November 1914.

tary schools under their charge apparently prompted by the demand made for such instruction. In some cases it has been allowed as an experiment. There seems to

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also latterly inclined to change his opinion in this regard and he seems to have

Vide Mr. Stone's speech on page 21 of G.O. 700, Educational, 12th June 1914.

the introduction of English teaching will operate to extinguish the difference between the two kinds of education if there are any. Even with the maintenance of this distinction he seems to be of opinion that it would be possible to carry on the two

Page 17 of G.O. 700, Educational, 12th June 1914.

"The great objection to allowing boys to pass as a matter of course from the fourth standard of an elementary school to the first form of a secondary school was, as experience proved, that it led to elementary schools and particularly their higher standards being regarded as merely preparatory to secondary course. This prejudicially affected the teaching of the fourth standard. Attention was apt to be concentrated on the boys who are likely to continue their education and on those subjects which are prominent in the secondary course particularly English to the neglect of others particularly the vernaculars."

The present change of opinion on the part of the Director is presumably due to the investigation which he conducted since then and to the consultation with the Inspectors which he had.

The adoption of the present proposals is after all a reversion to the state of things that existed prior to 1906, when no material distinction was maintained between the education obtained in a primary school and that obtained in a primary department of a secondary school. The change introduced in 1906 being considered

I would refer this question to the proposed conference.

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From the above it will be seen that the retention or the deletion of the rule in question depends upon no other consideration than upon the policy of maintaining a distinction between elementary and secondary education. The other points

The former question also seems to resolve itself into one of allowing English teaching or not. Recently there have been applications from local bodies for sanction to arrange for teaching English in elementary schools under their charge apparently prompted by the demand made for such instruction. In some cases it has been allowed as an experiment. There seems to

be no doubt that there is now an increasing demand for it on the part of the public and there is a general feeling among the people that the distinction between elementary and secondary education is after all only nominal. Sir Alfred Bourne was

regarded the whole thing as only an experiment. Mr. Stone does not seem to consider that other material factors than

the introduction of English teaching will operate to extinguish the difference between the two kinds of education if there are any. Even with the maintenance of this distinction he seems to be of opinion that it would be possible to carry on the two aims simultaneously and for each school to combine both functions. No doubt so recently as March 1914 Mr. Stone in a u.o. note observed as follows:—

"The great objection to allowing boys to pass as a matter of course from the fourth standard of an elementary school to the first form of a secondary school was, as experience proved, that it led to elementary schools and particularly their higher standards being regarded as merely preparatory to secondary course. This prejudicially affected the teaching of the fourth standard. Attention was apt to be concentrated on the boys who are likely to continue their education and on those subjects which are prominent in the secondary course particularly English to the neglect of others particularly the vernaculars."

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only as an experiment, it having been found that there is a clamour for its abolition and the Educational Department having advised that there will be no harm in the reversion to old system, there seems to be no objection to the proposal to delete the paragraph of rule 99 in question and to face the possibility of the distinction between secondary and elementary education wearing out to some extent thereby.

B. SECONDARY.

(vi) *The revision of the system of grant-in-aid to secondary schools.*

21. The specific questions under this head that were referred to the Director of Public Instruction for consideration were the Hon'ble Mr. Srinivasa Sastriyar's resolution moved at the meeting of the Legislative Council of 21st May 1914 and the suggestion of the deputation of the Missionary Educational Council of South India which waited upon His Excellency last August. The former recommended that in determining the amount of grant for a secondary school only 90 per cent of the fee income calculated according to the standard rates should be taken, the object being the provision of facilities for the secondary education of poor boys. Similarly the Missionary Council's suggestion was to the effect that the expenditure by aided schools upon scholarships should be recognized for the purpose of grant to secondary schools. The Director has taken the opinion of the Inspectors' Conference on these subjects, and, while submitting his remarks to the Government thereon, raises the general question of the entire revision of articles 32 and 33 of the Grant in Aid Code laying down the procedure for the payment of grants to secondary schools. He says he is dissatisfied with the provisions and gives reasons therefor. He leaves it to the Government to decide whether they will agree with him in deciding upon the general revision of the grants-in-aid provisions or would only confine to the proposals made by Mr. Srinivasa Sastriyar for providing facilities for the education of the poor.

Pages 5-7 of G.O. 852, Educational, 20th July 1914.
Paragraph 7 of the proceedings on page 21 of notes to G.O. 997, Educational, 22nd August 1914.

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Page 19 of the Government Order.

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Government to decide whether they will agree with him in deciding upon the general revision of the grants-in-aid provisions or would only confine to the proposals made by Mr. Srinivasa Sastriyar for providing facilities for the education of the poor.

22. The question of the general revision will be first dealt with and then the specific question of scholarships.

Prior to 1906 secondary schools were aided on salary grant system, that is, the grants depended upon the salary and qualifications of the teachers employed, subject to the limitation that the maximum grant did not exceed the actual net cost of the institution, all special charges and receipts being excluded. In 1906 a new departure was made and the grant was made to depend upon the income guaranteed by the management. Under article 32 of the Code grants should be considered as supplementing the income guaranteed by the management from endowments, subscriptions, donations, and other private sources, the expenditure incurred on scholarships and on the levy of reduced rates of fees being left out of account; and under article 33 the grant allotted to an institution should ordinarily be equal in amount to the income guaranteed by the management under article 32. These rules have been subject to criticism ever since their inception in one respect or in other. Immediately after the promulgation of the rule, the

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Pages 5 and 6 of G.O. 190, Educational, 16th March 1908.

half the amount of net expenditure was very hard on schools in backward localities and for girls. It was then thought that in special cases advantage could be taken of the existence of the word "ordinarily" in the rule.

In connection with the protest of the Missionary Council on aided education against the establishment of model high schools, the Government of India drew the attention of the Local Government to

Paragraph 4 on pages 2 and 3 of G.O. 631, Educational, 8th September 1911.

the comparatively low expenditure incurred on secondary education. In reply this Government, while justifying the policy pursued in this Presidency that subject to certain limitations secondary education should normally be self-supporting and that the principles underlying articles 32 and 33 of the Grant-in-Aid Code were eminently sound, stated that, if more funds were available, they would be prepared to consider whether the amount of teaching grants might not be substantially increased and whether a system of *salary grants* might not be instituted for masters possessing special qualifications.

At the meeting of the Legislative Council held on the 15th February 1912, the Hon'ble Mr. T. V. Seshagiri Ayyar moved a resolution to the effect that the maximum teaching grant allowable to a school should be the difference between the total annual expenditure and the fee income which should be calculated at 85 per cent of the standard rates and that the management should be at liberty to set apart funds towards meeting unforeseen losses or erecting necessary buildings. In this connection he pointed out that the number of secondary schools had been going down, that the amount of expenditure on secondary education from Provincial funds had been decreasing steadily and that some of the most important schools in the Presidency had not been receiving any grants at all. Sir Alfred Bourne and the Hon'ble Sir Murray Hammick, while admitting that the rules were defective in some respects, were not prepared to admit the resolution as it would throw the entire burden of secondary education on the

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Government. Though the resolution was carried, the Government refused to give effect to it.

In paragraph 9 of his despatch No. 106, Public, dated the 28th June 1912, on model schools, the Secretary of State, while observing that the policy adopted by this Government, that the Government grant should only be made when managers were in a position to increase to the same extent the expenditure from their own resources, might render the standard set by the proposed model schools unattainable by aided schools, directed that a greater degree of elasticity might with advantage be allowed in the administration of the Grant-in-Aid Code and pointed out that it was undesirable to impose any rigid limits to the grant which an aided institution might earn by improved efficiency.

23. In this connection the absence of adequate encouragement for endowments for general support of secondary schools had been felt; and the Government had been seriously considering on more than one occasion the necessity for amending article 61 of the Grant-in-Aid Code to allow more liberal grants for the purpose. Please see G.O. No. 551, Educational, dated the 8th August 1911, paragraph 2 of letter to India, No. 136, Educational, dated the 15th February 1912 and G.O. No. 609, Educational, dated the 25th May 1914. Even in this regard Sir Alfred Bourne recommended that it would be advisable to wait until more money was available for giving larger grants.

Last year another petition was received from the Headmaster of the National High school, Ramachandrapuram, recommending that in calculating teaching grants endowment income should be taken into account and that at least 10 per cent of the fee income calculated at standard rates should be allowed on account of scholarships and other purposes.

It will thus be seen that the existing system of grant-in-aid to secondary schools is being complained against as being defective in several respects; and the defectiveness has also been admitted in a measure by the department. The Director's present communication points out that the system should be replaced. In paragraph 13 of his letter Mr. Stone fully discusses the effect of the present policy in respect of the grant-in-aid on the various classes of secondary schools. He deliberately says that under the existing system it is impossible to treat schools according to their larger needs and that the present distribution of grants is very little in proportion to the amount of the work done by schools, some of the larger schools going

without grants. It is stated that it is mostly the non-mission schools, who have for the most part no funds at all behind them, that suffer in this respect, while missionary schools, which are supported by funds from home, come off much better. Mr. Stone says that though it was anticipated when the rules were framed that this inequality would be removed by endowments being provided for the non-missionary schools by voluntary contributions, there has been no indication of this very desirable end being attained and no prospect whatever of its being so. It is observed that there is hardly any non-missionary school, the finances of which are on an assured and permanent basis, that they all live from "hand-to-mouth, underpaying their teachers, touting "for pupils, economising disastrously in buildings and equipment, and such essential "matters of recurring expenditure as laboratory necessities and stationery" with the result that secondary education is carried on decidedly low level of efficiency and that the quality of instruction particularly in the lower classes is often deplorably poor.

Mr. Stone also points out that the proportion of public expenditure on secondary education in Madras when compared with other Provinces is very low and makes a plea for larger expenditure on this account of education. From his letter it is also made plain that no other coercive measures can remedy the existing low condition of secondary education and that the only possible means of doing it will be by revising the system of grant by which a more equitable distribution could be secured and grants may be made payable *in aid* of education, and not merely supplementary of the resources of private managers. He is not also in favour of maintaining the standard rates as the basis of the calculation of fee income for the purpose of grants, but would desire a partial recurrence to salary grant system, more liberal aid towards endowment, provision for allowing institutions to devote surplus fee income to the buildings and equipment and a liberal scholarship system. The Director has not formulated any definite proposals pending general approval of the Government to the alterations outlined by him. It has not been stated whether the new system proposed by the Director would amount only to readjustment of the present outlay on aid or would involve any larger outlay, which, it might be stated, would probably be out of the question at present.

24. From the above it will be seen that there seems to be enough of justification for thoroughly revising the grant-in-aid system. Though the opinion of the Inspectors' Conference was taken on the point of recognizing expenditure on scholarships for

Rather as pity.

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That the existing system does not tend to equitable distribution or distribution according to the needs has been the basis of complaint from a long time. In his note, dated the 21st January 1911, Sir Murray Hammick recorded that grievances had been placed before him that a poor school without any endowment had not got any sufficient grant, while the richer schools with an endowment got sometimes more than it deserved.

25. A change in the present system would, it appears, be welcomed by the public. Except in Bengal no other provinces seem to make grants depending upon the income guaranteed by private sources. Bombay encourages the formation of a reserve fund; the United Provinces allows a special salary grant if found necessary in addition to the grant admissible to several trained teachers; in Burma and the Punjab salary grant system is in force. As already observed the Government have shown their inclination to the desirability of reverting to the salary system if funds allowed. If the alterations contemplated by the Director could be carried out without involving any larger additional outlay from the Provincial funds, there seems to be no objection to permitting the Director to place the matter before the proposed conference with a formulated scheme for their consideration.

I would rather not allow the general question of grants-in-aid of secondary schools to go before the conference.

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conference with a formulated scheme for their consideration.

If, however, no general modification of the system is considered necessary it has to be considered whether the resolution recommending the adoption of 90 per cent of standard scale of fees for the purpose of grant or the scholarship system proposed by the Inspector's conference should be placed before the proposed conference of officials and non-officials. The Inspectors' conference disapproved of Mr. Srinivasa Sastriyar's proposal, as it would allow of managers foregoing a certain proportion of their possible fee income in order to give gratuitous or cheap secondary education to pupils in no sense deserving of the concession. The alternative system proposed by the conference was to admit expenditure on scholarships in the calculation of teaching grants provided that the scheme of scholarships in a school had received the approval of the department and that the total amount of such scholarship should not be more than 10 per cent of the standard fee income. The Director is not hopeful that this alternative scheme would meet with the approval of the proposed conference; nor does he himself seem to accept it. He points out that while it would improve the finances only of those which are already in the habit of giving fee concessions, it would not improve the finances of those which are run at a considerable profit.

That may be done.

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There seems to be no objection to the Director's consulting the proposed conference on the original and the alternative schemes referred to above.

26. From the foregoing paragraphs it would seem that there are sufficient materials for convening a conference of officials and non-officials during the next cold

Cf. pages 5 and 6 of G.O. 271, 21st May 1910.

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weather. The Director may be asked to convene one. As on previous occasions he may himself select the members thereof.

27. As regards the subjects to be placed before the conference, there seems, as pointed out above, to be no objection to his proposals in the following respects being included in the subjects for discussion:—

(1) Revised common scale of fees in all elementary schools.

(2) The adoption of a graduated scale of capitation grant for elementary schools.

(3) The abrogation of the last paragraph of rule 99 of the Educational rules, imposing a payment upon the admission of pupils from elementary schools into secondary schools.

(4) The alteration of the system of grant-in-aid to secondary schools [or the alternative scheme for the grant of additional scholarships to poor boys in secondary schools].

As regards the question of the abolition of the system of capitation allowance in schools under public management and the substitution thereof of a scheme for increased emoluments to teachers, further remarks of the Director may, it is submitted, be called for as suggested in paragraph 14 supra.

C.R.—2-7-15.

I beg to suggest that the Director of Public Instruction may be informed that the Government approve his proposal to convene a mixed conference of officials and non-officials, to be selected by him, the following questions being placed before that conference for consideration:—

(1) Whether any revision of the existing rates of fees prescribed for elementary schools is called for, and if so, what?

(2) Whether the system of appropriation of fees by headmasters should be extended to all elementary schools? And whether the other teachers should be allowed to participate in the amount, and if so, how?

Discussed in paragraphs 8-10 of the Director's letter and on pages 2-5 of the foregoing notes.

Discussed in paragraphs 8-10 of the Director's letter and on pages 5-7 of the foregoing notes.

(3) Whether the system of capitation allowances to teachers in schools under public management should be abolished, substantial increments of pay being substituted for the same? And in case the system of capitation allowances is continued, should the allowance continue at a uniform rate for all standards as at present or should it vary according to standards? and if so, how?

(4) Whether the system of capitation grants should continue as at present, or whether the grants should be graduated according to standards? and if so, how?

(5) Whether the last paragraph of rule 99 of the Madras Educational Rules, relating to the admission of pupils into secondary from elementary schools, should be abrogated? and

(6) Whether, in determining the fee income of secondary schools for the purpose of article 32 of the Grant-in-aid Code, 90 per cent of such income calculated at the standard rates should be adopted? or whether, as an alternative, the expenditure on scholarships should be admitted in the calculation of teaching grants for secondary schools, provided that the scholarship scheme in vogue in the school had received the approval of the department and that the total amount of such scholarships is not more than 10 per cent of the fee income of the school at standard rates?

P. RAJAGOPALA ACHARIYAR—9-7-15.

I should like first to discuss this with Mr. Stone as early as possible after his return next month.

P[ENTLAND]—12-8-15.

I append a note which Mr. Stone has kindly written for me after discussion with me. I propose that he should be instructed to summon, probably at the end of February or early in March next, a conference to discuss these points of which the most important are those relating to secondary education. It will probably be necessary for Mr. Stone to formulate proposals to serve as a basis of discussion at the conference, but he will be instructed to make it clear to the conference that in doing so it does not in any way bind Government whose hands will be left entirely free as to the measures which it may decide to adopt. I see no objection to Mr. Stone's consulting presidents of local boards on such points as may concern them before the conference assemblies, and I think there should be no difficulty in doing so before the period indicated for the calling of the conference.

Although Government will not be committed by Mr. Stone's proceedings or the proceedings of the conference, I think it desirable that Honourable Member (Financial) should see the case at this stage. Please circulate to the Hon'ble Sir Harold Stuart at once.

P[ENTLAND]—6-10-15.

Note by the Hon'ble Mr. J. H. Stone, M.A., F.R.H.S., C.I.E., Director of Public Instruction, Madras.

(1) and (2) These alterations are advocated because it is thought that they would encourage the opening of fourth standards in elementary schools.

I think that they should not be adopted (1) because of expense, (2) because they are less necessary now that the list of backward classes has been so much extended and that fees may be appropriated by headmasters in fourth standard schools in standards below the fourth. From 1906-07 the number of fourth standard schools diminished from 4,897 to 3,944 but in 1914-15 it rose from 3,944 to 4,028 or by 77 in schools under public management which are mainly in question and by 7 in schools under private management.

I do not see any great objection to the points being discussed by the proposed conference as this would ensure the whole case being before Government.

(3) The next step in this matter would be to consult local authorities, particularly the presidents of taluk boards who have most to do with these allowances; and also educational officers. This would take time, and if for no other reason I think the matter would not be ripe for discussion by a conference this cold weather. If Government desires I will of course consult as suggested.

(4) I am still in favour of graduated capitation allowances. One of my arguments does not appear in the notes. On page 12 of my letter I say that even if the inspecting agency were not able altogether to prevent premature promotions these would in general be from the infant to the first standard and that since the scale I propose gives first standard children what is now given for infant standard children and since public money is unquestionably being wasted on the former such ill success would not at any rate cause additional waste. A discussion by the conference would be valuable.

(5) The conference would be pretty sure to recommend this and if Government is prepared to accept the view that it is not desirable to try to maintain a sharp division of secondary from elementary education I see no harm in the conference discussing it.

(6) It has often been pointed out that Madras treats secondary education less liberally than some other provinces. While Madras meets about 10 per cent of its cost from public funds Bombay meets about 33 per cent, the Punjab 50 per cent and the United Provinces 43 per cent the average grant to a secondary school in Bombay is about twice what it is in Madras. Private funds contribute pretty equally in the three provinces I have mentioned, consequently the fees paid by pupils cover a much larger proportion of the expenditure in Madras than in other provinces, although our average fee per pupil in aided schools is only Rs. 18 as against Rs. 17-5 in Bombay.

These facts seem to indicate a prima facie case for more liberality of treatment of secondary education in Madras.

There are also the reasons that want of money greatly hampers the improvement in efficiency in our secondary schools, that some large schools earn no grants under our rules, that a disproportionate amount of what we pay in grants goes to mission schools which are often small and not particularly efficient, that secondary education is practically a necessity for all classes above the lowest and that the welfare of the country demands that it should be as efficient as possible and accessible to all with sufficient mental powers to profit by it.

Government is now giving to secondary schools as grants in aid as much as each "earns" under the rules. If therefore it is desired to increase expenditure at anything more than the normal rate of increase due to increase in number of schools and pupils it is necessary to modify the rules, and this is also necessary if the anomalies in distribution of grants are to be corrected. We cannot diminish the grants now given to any school or class of schools without diminishing efficiency.

It is not possible to say in advance what additional sum such modification might involve. We might perhaps work towards the average grant given in Bombay, i.e., twice as much as we now give which is estimated for next year at Rs. 2,10,000. Any new rules framed might be for grants supplemental to teaching grants and of a kind that would not involve Government in any obligation to spend more than was available in any year for the purpose. They should also be so framed as to prevent any diminution in the amount provided from private sources or any diminution in the average fee paid by pupils. The present rules might be retained as a basis for a fixed grant and supplemental grants only given for specific objects, e.g., improving the pay of teachers on such conditions as would prevent managers diminishing their fee income or their own contributions.

It is clear that any such modification as is suggested could only come into force after the war, and the question seems to be whether it would be well to have such rules framed as Government could adopt and such therefore as might be submitted to the criticism of a joint committee of officials and non-officials.

Honourable Member (Financial).

C. G. TODDHUNTER—7-10-15.

I accept His Excellency's proposals, but I can hold out no hope of our being able to spend more on education than our progressive grant of an additional two lakhs per annum.

H. A. S[TOART]—9-10-15.

* Did not issue.

A draft * order is submitted for approval.

P.R.—11-10-15.

If approved, it may be sent to the Financial and Local and Municipal Departments for acceptance.

C.R.—19-10-15.

Demi-official—from the Hon'ble Mr. C. G. TODDHUNTER, I.C.S., Acting Secretary to Government, Educational Department.

To—the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public Instruction.

Dated—Madras, the 25th October 1915.

No.—918-1, Ed.

The Government have decided to approve the proposal in your official letter No. 5536, dated 9th March 1915, to summon a conference of officials and non-officials to consider certain suggestions for the alteration of the Grant-in-Aid Code and the Educational Rules.

I am to ask you to submit, for the approval of Government, nominations for the appointment of the members of the conference.

2. The Government will be prepared to approve all the subjects recommended by you for discussion at the conference. I am to enquire whether the following draft of the terms of reference is in proper form and correctly represents your intention or needs alteration:—

Questions for the conference.

(1) Whether any revision of the existing rates of fees prescribed for elementary schools is called for, and if so, what;

(2) whether the system of appropriation of fees by headmasters should be extended to all elementary schools, and whether the other teachers in the school should be allowed to participate in the amount, and if so, how;

(3) whether the system of capitation allowances to teachers in schools under public management should be abolished, substantial increments of pay being substituted for the same, and in case the system of capitation allowances is continued, whether the allowance should be at a uniform rate for all standards as at present or vary according to standards, and if so, how;

(4) whether the system of capitation grants should continue as at present, or whether the grants should be graduated according to standards, and if so, how;

(5) whether the last paragraph of rule 99 of the Madras Educational Rules relating to the admission of pupils into secondary from elementary schools, should be abrogated; and

(6) whether the existing system of grant in aid to secondary schools needs revision and if so, in what respects.

3. It may probably be necessary for you to formulate proposals in respect of some of the points to serve as a basis of discussion at the conference. Will you please say in regard to which of the items above mentioned you will be able to put forward such proposals?

4. In your note to His Excellency the Governor you suggested that it might be necessary to consult local authorities, particularly presidents of taluk boards, but stated that if the conference was to be held this cold weather, there might not be sufficient time to do so. I am to enquire whether, if the date of the conference is fixed for the end of February or beginning of March, that would give you time to consult the local authorities as desired.

You might also consider in this connection the question whether it would not be sufficient to nominate to the conference one or two representatives of local bodies to watch their interests.

Demi-official—from the Hon'ble Mr. J. H. Stone, M.A., F.R.H.S., C.I.E., Director of Public Instruction.

To—the Hon'ble Diwan Bahadur P. RAJAGOPALA ACHARIYAR AVARGAL, C.I.E., Secretary to Government, Educational Department.

Dated—Madras, the 5th February 1916.

No.—28.

As requested in your demi-official No. 913-1, dated 25th October 1915, I attach to this letter for the approval of Government a list of persons for nomination as members of the forthcoming conference of officials and non-officials to be held for the purpose of considering suggestions for alteration of the Grant-in-Aid Code and the Educational Rules, together with a list of the subjects that I propose to place before the conference.

2. In drawing up the list I have endeavoured to select persons representative of all the important interests and localities that are likely to be affected by any change in the rules. The list contains the names of some of the additional members of council for making laws and regulations, representatives of local bodies, of the Madras Teachers' Guild, of the Council of Indian Education, of the managements of mission, Protestant and Catholic, and of non-mission schools and of schoolmasters in addition to the names of officials of the Educational Department. Hindu, Muhammadan and female educational interests are all represented. It is obvious that the diversity of interests that are to be represented necessitates a somewhat large number of members of the conference, and though I have tried to restrict selections to as small a number as is consistent with the importance and variety of the subjects to be considered and interests involved, I find it difficult to fix the number at less than 40. For the satisfactory working of the conference, I shall propose that it divide itself up into committees for the consideration of the different questions on the agenda paper and that as soon as these committees have finished their work full meetings of the conference will be held. The ordinary rules of debate will then be applied, no member being ordinarily permitted to speak more than once on each question before the full conference. This method should ensure that the subjects are fully thrashed out by committees and that the business will be disposed of as expeditiously as is consistent with full consideration being given to each subject.

3. The issues suggested by the resolution of the Hon'ble Mr. K. Rama Ayyangar which was withdrawn from the recent meeting of the Legislative Council are, I believe, covered by the subjects that I now propose for discussion. The Honourable Member has however promised to write to me further on this subject and I shall propose an addition to the agenda paper if I find that the issues he raises are not covered by the subjects in the enclosed list.

4. I propose to fix Thursday the 16th of March for the opening day of the conference. I had originally intended to fix the 6th of March, but I now ascertain that the Senate will meet on the 3rd and probably also on the 4th of March, and I have fixed the 6th and probably 7th also for a meeting of the Board for the conduct of the Secondary School Leaving Certificate Examination since it is desirable to have these meetings held as nearly as possible on consecutive days either before or after the Senate meetings, thus saving the time of the members of the Senate who are also on the Secondary School Leaving Certificate Board and the money of Government in the shape of reduced travelling and halting charges. It is impossible to hold the conference during the latter half of the week 5th to 11th; the demands for the work of this office will not permit it. I have therefore fixed the 16th in the expectation that the Legislative Council, which meets on the 13th, will have concluded its sittings in three days. The Members of the Council who are also members of the conference will be in Madras at this time and the 16th will most likely be a suitable time for them to meet.

5. I request that travelling allowances may be granted under Regulation 1004 of the Civil Service Regulations to non-official members who attend the conference at the rates permissible to first-class officers. Official members will be granted the allowances to which they are entitled under the ordinary provisions of the Civil Service Regulations.

6. If my list is approved, I propose to invite the attendance of the non-official members.

List of persons for nomination as member of the conference.

Official Members.

The Hon'ble Mr. J. H. Stone, C.I.E., Director of Public Instruction (*President*).
Mr. H. J. Allen, Principal, Presidency College, Madras.
Mr. H. S. Duncan, Principal, Teachers' College, Saidapet.
Mr. R. Littlehales, Officer on Special duty (Secretary to Conference).
Mr. J. A. Yates, Inspector of Schools, Ninth Circle.
Mr. R. G. Grieve, Deputy Director of Public Instruction.
Mr. H. Champion, Inspector of Schools, Fifth Circle.
Mr. H. O. Kershaw, Professor of Chemistry, Presidency College, Madras.
Mr. C. Ransford, Inspector of Schools, First Circle.

Official Members—cont.

Miss Lynch, Inspectress of Schools, Central Circle.
Miss Patterson, Inspectress of Schools, Southern Circle.
Rao Bahadur V. R. Venkatarama Ayyar, Inspector of Schools, Second Circle.
Khaja Khan Sahib Bahadur, Assistant Inspector of Schools (on leave).
A. R. Ry. P. G. Vanchi Ayyar, Assistant Inspector of Schools, Malabar.
M. R. Ry. K. Natesa Ayyar, Assistant Inspector of Schools, South Arcot.

Non-official Members.

The Hon'ble Rao Bahadur M. Ramachandra Rao, Ellore, Kistna district, Chairman, Ellore Municipal Council.
The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar, Kumbakonam, Chairman, Municipal Council.
The Hon'ble Mr. K. Rama Ayyangar, Madura.
The Hon'ble Mr. V. S. Srinivasa Sastri, Madras, Secretary, Hindu High School Committee, Triplicane.
Rao Bahadur N. Subba Rao, Vice-President, South Canara District Board.
M. R. Ry. A. Santana Rama Ayyangar, Headmaster, V. R. High school, Nellore, and Chairman, Nellore Municipal Council.
M. R. Ry. C. V. Narayana Menon, Chairman, Municipal Council, Calicut.
Yaqub Hasan Sahib Bahadur, Correspondent of Vaniyambadi Madras-i-Islamiah (Secondary school) and Commissioner of Corporation of Madras.
M. R. Ry. K. B. Ramanathan, Council of Indian Education (Pachaiyappa's College, Madras).
M. R. Ry. P. Subrahmanya Ayyar, Secretary, Madras Teachers' Guild (Pachaiyappa's College).
Diwan Bahadur L. A. Govindaraghava Ayyar, Correspondent, P. S. High school, Mylapore.
M. R. Ry. K. Ganapati Ayyar, Principal, Kalikota College, Berhampur.
M. R. Ry. C. T. Parthasarathi Mudaliyar, B.A., L.T., Headmaster, Board High school, Chittoor.
Rao Bahadur A. C. Pranatirthara Ayyar (Retired Inspector of Schools).
The Hon'ble the Rev. G. Pittendigh, Madras.
Canon Herbert Smith, General Secretary, Society for the Propagation of the Gospel, Madras.
Miss P. Grover, Church Missionary Society and Church of England Zenana Missionary Society.
The Rev. A. W. Brough, London Mission Society, Erode, Coimbatore district.
The Rev. C. H. Monahan, Chairman, Wesleyan Mission, Madras.
The Rev. J. H. Maclean, Secretary, United Free Church Mission, Conjeevaram, Chingleput district.
The Rev. J. Aberly, President, Lutheran Missionary Conference, Guntur.
The Rev. W. L. Ferguson, Treasurer, American Baptist Mission, Madras.
The Rev. L. C. Powers, American Madras Mission, Madura district.
The Rev. F. Bertram, s.j., Principal, St. Joseph's College, Trichinopoly.
The Rev. C. Perazzi, s.j., Principal, St. Aloysius' College, Mangalore.

Questions for the Conference.

- Whether any revision of the existing rates of fees now prescribed for elementary schools under public management is required, and if so, in what direction and to what extent is a revision desirable and feasible.
- Whether the system of appropriation of fees by headmasters of elementary schools under public management containing the four lower standards only should be continued, extended, restricted or abolished.
- How far the system of capitation allowances to trained teachers in schools under public management
 - encourages the employment of trained teachers,
 - induces and maintains a satisfactory attendance of pupils;—whether these objects could be as well or better attained by such a revision of the scale of salaries of trained teachers as could be effected without increasing the total expenditure from public funds on salaries and capitation allowances.
- Whether capitation grants and allowances (if retained) should be graduated according to standards, and if so how.
- Whether the last paragraph of rule 99 of the Madras Educational Rules relating to the admission of pupils into secondary from elementary schools should be modified or abrogated.
- Whether the existing system of grant in aid to secondary schools needs revision and if so in what respects and with what aim in view.

7. To consider and report on the list of backward classes and the principles and rules under which fee remissions or free admissions of pupils should be granted in (i) elementary, (ii) secondary schools under public management, and the principles and rules under which capitation allowances and grants in aid on behalf of such pupils are assessed.

Attention is solicited to Mr. Todhunter's demi-official to Mr. Stone on page 19 ante. In that demi-official the Director was requested—

(1) to submit for the approval of Government nominations for the appointment of members of the conference to consider certain suggestions for the alteration of the Educational Rules and the Grant-in-aid Code;

(2) to report whether the terms of the reference to the Conference which was proposed in that demi-official were in proper form;

(3) to formulate proposals in respect of the points of reference to serve as a basis of discussion at the Conference; and

(4) to consider and report on the question of nominating to the Conference one or two representatives of local bodies to watch their interests.

2. Mr. Stone's reply to the above demi-official has now been received and will be found on pages 20-21 ante.

As regards the first point Mr. Stone submits a list of the names of forty members—15 officials and 25 non-officials—for the approval of Government. The number at the outset seems to be rather excessive, but Mr. Stone explains that, owing to the diversity of interests that are to be represented at the Conference, a somewhat large number of members has to be necessarily selected and that he therefore finds it difficult to fix the number at less than this figure. The procedure which Mr. Stone proposes to follow, namely, that of dividing up the Conference into committees for the consideration of the different questions on the agenda and then putting the conclusions of the committees before the full Conference for discussion in strict accordance with the rules of debate will, it may be hoped, prevent the large number of members from becoming unwieldy. A perusal of the names of the members on the list shows that the Conference is fully representative. The list also includes some members of local boards and municipal councils. Submitted therefore that it may be approved by Government. It may be presumed that the Director has secured the consent

P.R.—12-2-16. of the non-official members to serve on the Conference.

3. Turning now to the questions to be remitted to the Conference, it is observed that the six points specified in Mr. Todhunter's demi-official have been included in the Director's list of questions with slight verbal alterations. One other question has also been newly added to the list relating to the classification of backward classes and the principles and rules under which the pupils of these classes are to be admitted in elementary and secondary schools. This addition is obviously with reference to the discussion in the Finance Committee where it was decided that this question also should be placed before the Conference. Submitted that the Government may now approve this addition.

P.R.—12-2-16. Submitted that the Government may now approve this addition.

At the last meeting of the Legislative Council the Hon'ble Mr. K. Rama Ayyangar proposed to move a resolution recommending to Government that the principles of the distribution of education grants to elementary and secondary schools may be placed on a more definite footing by a proper modification of the rules so that better encouragement may, as far as possible, be given to indigenous enterprise. This resolution was however not moved as, in a personal discussion with the Director, the Additional Member received the assurance that the matter would be considered by this Conference. Mr. Stone now says that the issues suggested by the Additional Member's resolution are covered by the subjects now proposed for discussion and that if the Additional Member writes to him further on this subject, he will propose an addition to the agenda if the issues then raised are not covered by the subjects already on the list. Questions 4 and 6 deal with capitation grants and allowances to elementary schools and grants-in-aid to secondary schools respectively. There is no

reference in any question to teaching grants to aided elementary schools. The principle of the payment of the grants to mission as well as non-mission elementary institutions is the same and does not work any material hardship in the case of indigenous institutions. It is apparently with this view that the Director has not brought this point for discussion. As stated by him, it may be added later on if the Hon'ble Mr. K. Rama Ayyangar who is also a member of the Conference wishes to bring it up.

P.R.—12-2-16.

4. The remaining point which has to be dealt with is the formulation of proposals in respect of the subjects for discussion. The Director has not submitted any such proposals to serve as a basis of discussion. He has apparently thought it better to leave this matter to the several committees. There seems no objection to this course. The Government need not call for such proposals now.

P.R.—12-2-16.

P.R.—12-2-16.

The date fixed for the conference, namely, the 16th March 1916, may also be approved.

5. A draft order is submitted which, if approved, may be forwarded u.o. to the Financial and the Local and Municipal Departments for acceptance.

The order may be placed on the Editors' Table.

V.S.—12-2-16.

Financial and Local and Municipal for favour of acceptance. It is requested that this may be treated as urgent.

P. RAJAGOPALA ACHARIYAR—12-2-16.

To the Financial Department.

FINANCIAL DEPARTMENT.

Paragraph 3 of the draft order may be accepted.

Attention is invited to Financial Honourable Member's note, dated 9th October 1915, on page 19 ante.

T.H.R.—12-2-16.

V.G.K.—12-2-16.

[Some of the non-official Member of Council who are to sit on the committee will be here in connection with Council proceedings, and will not therefore draw travelling allowance.]

L. E. KERSHAW—14-2-16.

A. BUTTERWORTH—14-2-16.

To the Local and Municipal Department.

LOCAL AND MUNICIPAL DEPARTMENT.

Accepted in Local and Municipal.

C. G. TODHUNTER—14-2-16.

To the Educational Department.

EDUCATIONAL DEPARTMENT.

Submitted that the file may now be circulated to His Excellency the Governor.
V.S.—14-2-16.

Draft for approval.

P. RAJAGOPALA ACHARIYAR—15-2-16.

P[ENTLAND]—15-2-16.

Issue and print up sharp after issue.

P.R.—17-2-16.

[G.O. No. 178, Educational, dated the 17th February 1916.]

Seott. II—38—3-14.

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[P.T.O.]

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SPECIAL INSTRUCTIONS.

Grant-in-Aid Code & the Madras Educational Rules.

Directing that a conference of officials and non-officials be summoned for the purpose of discussing certain questions bearing on the and appointing the members thereof.

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C.No. 913/15 From the D.P.I. No.5536/14 dated the 9th March 1915.

ORDER. No.178 Ed
P.S.

The Director of Public Instruction

will be requested to summon a conference of officials and

non-officials for the purpose of dis-

cussing the following questions bearing

on the Grant-in-Aid Code and the Madras

Educational Rules :-

- Whether any revision of the existing rates of fees prescribed for elementary schools under public management is required, and if so, in what direction and to what extent is such revision desirable and feasible?
- Whether the system of appropriation of fees by head masters of elementary schools (under public management) containing the lower standards only, should be continued, extended, restricted or abolished?
- How far the system of capitation allowances to train teachers in schools under public management,

(i) encourage the employment of trained teachers,

(ii) induce and maintain a satisfactory attendance of pupils, whether these objects could be as well or better attained by such a revision of the scale of salaries of trained teachers as could be effected without increasing the total expenditure from public funds on salaries and capitation allowances?

- 2 30 300
4. Whether capitation grants and allowances (if retained) should be graduated according to ~~the~~ standards, and if so, how?
 5. Whether the last paragraph of rule 99 of the Madras Educational Rules relating to the admission of pupils into secondary from elementary schools -- should be modified or abrogated?
 6. Whether the existing system of ^{grant-in-aid} to secondary schools needs revision and if so, in what respects and with what aim in view?
 7. To consider and report on the list of backward classes and the principles and rules under which fee remissions or free admissions of pupils should be granted in (i) elementary (ii) secondary schools under public management, and the principles and rules -- under which capitation allowances and grants-in-aid on behalf of such -- pupils are assessed.

2. ~~the~~ following gentlemen will be appointed ~~members~~ as members of ~~the~~ ^{it} ~~conference~~ :-
Official members.

The Hon. Mr. J.H.Stone, C.I.E., Director of Public Instruction (President).
 Mr. H.J.Allen, Principal, Presidency College, Madras.
 Mr. H.S.Duncan, Principal, Teachers' College, Saidapet.
 Mr. R.Littlehales, ~~Member~~ on special duty (Secretary to the Conference).
 Mr. J.A. Yates, Inspector of Schools, 9th Circle.
 Mr. R.G. Grieve, Deputy Director of Public Instruction.
 Mr. H.Champion, Inspector of Schools, 5th Circle.
 Mr. H.O.Kershaw, Professor of Chemistry, Presidency College, Madras.
 Mr. C.Ransford, Inspector of Schools, 1st Circle.
 Miss Lynch, Inspectress of Schools, Central Circle.
 Miss Patterson, Inspectress of Schools, Southern Circle.
 Rao Bahadur V.R.Venkatarama Ayyar, Inspector of Schools, 2nd Circle.
 Khaja Khan Sahib Bahadur, Asst. Inspector of Schools,

*The Conference
 held from
 the 16th March
 1916 of the*

with

M.R.Ry., P.G.Vanchi Ayyar, Asst. Inspector of Schools,
Malabar.

M.R.Ry., K.Natesa Ayyar, Asst. Inspector of Schools, South
Arcot.

Non-official members.

The Hon. Rao Bahadur M. Ramachandra Rao, ~~Madrassa~~
Chairman, ~~Madrassa~~ Municipal Council.

The Hon. Rao Bahadur V.K. Ramanuja Achariyar, ~~Kumbakonam~~
Chairman, Municipal Council.

The Hon. Mr. K. Rama Ayyangar, Madura.

The Hon. V.S. Srinivasa Sastri, Madras, Secretary, Hindu
High School Committee, Tirplicane.

Rao Bahadur N. Subba Rao, Vice-President, South Canara Dis-
trict Board.

M.R.Ry. A. Santanarama Ayyangar, Headmaster, V.R. High
School, Nellore and Chairman, ~~Madrassa~~
Municipal Council, Nellore.

M.R.Ry. C.V. Narayana Menon, Chairman, Municipal Council,
Calicut.

Yakub Hasan Sahib Bahadur, Correspondent of Vaniyambadi
Madrassa-i-Islamiah ~~Madrassa~~ and Com-
missioner of Corporation of Madras.

M.R.Ry. K.B. Ramanathan, Council of Indian Education, ~~and~~ ~~Madras~~
Pachiyappa's College, Madras.

M.R.Ry. P. Subramanya Ayyar, Secretary Madras Teachers'
Guild, Pachiyappa's College, ~~Madras~~.

Diwan Bahadur L.A. Govindaraghava Ayyar, Correspondent, P.S.
High School, Mylapore.

M.R.Ry., K. Ganapati Ayyar, Principal, Kallikota College,
Berhampore.

M.R.Ry., C.T. Parthasarathi Mudaliar, B.A.L.T. Headmaster,
Board High School, Chittoor.

Rao Bahadur A.C. Pranarthihara Ayyar, ~~Retired~~ Inspector of
Schools, ~~Madras~~.

The Hon. Rev. G. Pittendrigh, Madras.

Canon Herbert Smith, General Secretary, Society for the --
Propagation of the Gospel, Madras.

Miss P. Grover, Church Missionary Society and Church of
England Zenana Missionary Society, ~~Madras~~.

The Rev. A.W. Brough, London Mission Society, Brode, ~~Madras~~.

Rev. C.H.Monahan, Chairman, Wesleyan Mission, Madras.

" Rev. H.H.Maclean, Secretary, United Free Church Mission, Conjeevaram, ~~Mangalore District~~

" Rev. J.Aberly, President, Lutheran Missionary Conference, Guntur.

" Rev.W.L.Ferguson, Treasurer, American Baptist Mission, Madras.

" Rev.L.C.Powers, American Madura Mission, Madura.

" Rev. F.Bertram, S.J., Principal, St. Joseph's College, Trichinopoly.

" Rev. C.Perazzi S.J., Principal, St. Aloysius' College, Mangalore.

3. Non-official members who attend the

Conference will be granted travelling --
allowance under article 1004 of the C.S.R.
at the rates allowed to first class
officers.

4. The Director will be requested to forward to the Government a copy of the proceedings of the ~~Conference~~^{Committee} with his own remarks on the recommendations made by them. ~~He should however make it clear to them that their decisions do not in any way bind Government whose hands will be left entirely free as to the measures which they may eventually decide to adopt.~~

To the D.P.I.
,, L. & M. Department.
,, Financial Department

E.T. (Nos: 1 + 2 & order only)

is concerned there seems to be no reason to apprehend that it will in any way be affected by this change so far as public schools are concerned.

If the conference agree, the Director may in submitting the result to the Government be asked to note clearly the financial effect of the introduction of the revised scale of fees in the various classes of schools.

This question of the revision of any of the scale of fees in elementary schools, was before the Conference

12/17/16

NOTES.

Page 16

Conference.

It is for consideration whether the Director's recommendations may be accepted, chiefly on the ground of finance if not on others. The need for it is not so pressing as before with other concessions granted and in contemplation. There can be no doubt that if placed before the Conference, a recommendation in support of it can surely be elicited. It may perhaps be better not to consult the Conference about a matter which cannot be given effect to even if recommended.

I would show this question also to go before the Conference. It references to the Conference does not bind us to accept its view. But it is an advantage to know what the Conference would say before we decide the matter finally.

2/2/18

to teachers to waive fees in special cases, it will be difficult to exercise any sort of check over collections.

After all it is not clear in whose interests the alternative suggestion is proposed. No doubt it will be to the interest of the teacher to be guaranteed a fixed bonus in lieu of an uncertain and precarious source of income. The result of the adoption of this proposal will only be that the management will, in view of the difficulties mentioned above, get no appreciable income from fees, while they will be saddled with a heavy and fixed liability in the shape of bonus to teachers which in the present circumstances the management cannot afford. Other means for encouraging the opening of fourth standards have, as already noted, been proposed.

The question of the appropriation of fees may come under examination again if the proposal to introduce a common scale of fees in all elementary schools (lower and higher) is approved and given effect to.

His position may, for the present, be left alone. 27/7/15

27/7/15

was intended to supply.

If his proposal for the abolition of the capitation ~~allowance~~ system is not accepted, the Director would propose the adoption of graduated scale of capitation allowance similar to that which he proposed for capitation grant. The latter will be separately dealt with below; if that is adopted, the extension of the system of capitation allowance seems unobjectionable, provided its entire abolition is not approved.

pages 22 to 26 infra

This question may with advantage be deemed to be discussed at the Conference

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7/17/15

injurious effects of it, there seems to be no objection to accept it. Past ~~experience~~ experience appears to have led the Director to the conclusion already referred to by the Missionary Council. The additional expenditure involved is not large and in the wake of the new system some far reaching advantages are foreshadowed. It is therefore for consideration whether the proposal may be accepted.

I personally agree with the Conference of Inspection to approve the change: and I fear that the D.P.-I is over-rating the ability of the Dept to restrict reckless promotions which would run in with the introduction of a promoted scale. The question may be allowed to be discussed at the Conference.

27/1/15

Educational paper.

D.C. No 913-2 88

My dear Stone,

I am to request

reference to my semi-

② official letter No: 913-1 Edl.; d/ the 25th October 1918 regarding the proposed conference and conversation with the revision of the Medical Grant-in-Aid Code and the Educational Rules and to enquire when a reply thereto may be expected

yours sincerely

6.12.18

6.12.18

6.12.18

The Honble: Mr. J. H. Stone

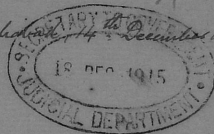
M.A.; F.R.H.S.; C.D.S.

D. F. J.

11/12/18



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Camp: Allaligat 14th to December 1915.



My dear Mr. Hunter,

Please see your D.O. No 913-2 Educational of 7th

December 1915.

As it is important that the Missionary Societies should be adequately represented in the Conference I have asked the Hon. Secy., the Missionary Educational Council of South India to suggest suitable representatives from the principal Protestant Missions. They will only do so in January and by the end of that month I shall be in a position to nominate a Conference.

I have some alterations to suggest in the terms of reference but these are merely in the wording. I propose to reply to both subjects of your D.O. of the 25th October at the same time. I do not propose to hold the Conference

till

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DEPARTMENT.

Sept. 11-8.

CURRENT No. 4460 Col

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Subject.

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till March.

Yours sincerely,

J. K. M.

to.

B. 63 ant

The Honble Mr. C. G. Toddhunter, Sec.,

Secretary to Govt., Educational Department,

Fort. St. George.

4. 29. 5. 2018

