

Government of Madras.

EDUCATIONAL DEPARTMENT.

MISCELLANEOUS.

Recd.

Regd.

} 1916.

Enclosures

Spare copies

G.O. No. 504, 9th May 1916

Female education

Recording a memorandum prepared by Mr. R. Littlehales, Acting Deputy Director of Public Instruction, Madras, on the subject of — in this Presidency.

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COPY

GOVERNMENT OF MADRAS.
EDUCATIONAL DEPARTMENT.

READ—the following :—

Memorandum prepared by Mr. R. Littlehailes, Acting Deputy Director of Public Instruction, Madras, on the subject of female education in this Presidency.

Order—No. 504, Educational, dated 9th May 1916.

Recorded.

(True Extract.)

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

EDUCATIONAL DEPARTMENT.

NOTES CONNECTED WITH G.O. No. 504, EDUCATIONAL,
DATED THE 9TH MAY 1916.

[SUBJECT.—*Improvement of female education.*]

Note by Mr. R. Littlehailes, Acting Deputy Director of Public Instruction.

Women engaged in the educational services under the Government of Madras.

Social and economic conditions do not vary to any very considerable extent throughout India, so that a comparison of the rates of pay of inspectresses and teachers in Madras with those in other Provinces and Native States of India may safely be made. In making any comparison, however, of the rate of pay of educational workers in England with that of those in India it is necessary to consider, among other things—

(i) the scale of pay that an inspectress or teacher earns in England with the pay that other women workers of like qualifications and social position earn there,

(ii) the scale of pay that would be necessary to induce women of the required qualifications to give up their home life and ties and to leave their native country for one that offers to them little in exchange therefor except the dubious and transient lure of the east,—philanthropic, religious and kindred reasons for taking up work in India are excluded from consideration,

(iii) the question of supply and demand of qualified women in England and in India,

(iv) the relative position of women to men in the two countries, not only in the estimation of the general public, but also in the estimation of the educated public and of that section of the people from which the majority of the women who become teachers and inspectresses is drawn, reference being made chiefly to the current social, domestic and national ideas of the position of women, as evidenced in the actualities of present day custom.

2. It may be asserted generally, waiving exceptional cases, that in England educational work offers one of the readiest openings for an educated woman, that the pay is barely sufficient to permit the teacher to maintain herself in moderate comfort, that the limited number of professions that are open to women has restricted their employment in other than teaching work, and has thus offered to the country a large supply of women teachers; that women are loth to leave their own country since their domestic ties are much closer than those that bind a man and that in consequence a relatively larger salary is necessary to induce lady educationists than is found necessary to induce men to come to this country; that there is in India an insufficient local supply to meet the demand for educated women, that there is no way of immediately remedying this deficiency except the large importation into India of educated women who will engage in educational work,—an inflated scale of pay offered for the local product cannot obtain what does not now exist and what is of necessity the result of the gradual growth of years of female emancipation—, that notwithstanding the strides that have been made within the last decade in the advancement of female education yet the large majority of the people of India are opposed to female education and an extremely small minority are in favour of advanced female education; and that the social customs of India obstruct any proposals for an advance in the higher branches of instruction among women which are necessary to produce, locally, efficient teachers and a suitable female inspecting

staff. The local supply of a sufficient number of women teachers is directly dependent upon the rate of change of the social conditions and customs of India. Large and continual importations of women educationists are unavoidable for years to come, if female education in this country is to make any real advance.

Inspectresses of schools.

3. So far as the Inspectorate is concerned the tabular statement A on page 9 infra gives a comparison of the salaries paid in the Provinces and Native States of India and in England (English £ s. d. is rendered into the equivalent Rs. a. p. at s. $\frac{1}{4}$ per rupee).

4. The majority (53) of women inspectors under the English Board of Education are paid £200—400, a few (5) are paid £400—500 and one is paid £650 per annum. These rates are one-half of the rates paid to men inspectors under the English Board of Education. The pay of an Inspector in Madras is Rs. 500—1,000 while that of an Inspectress is Rs. 400—600 so that relatively to men inspectors, women inspectors are better paid in Madras than in England.

5. It will be noticed from the table that in India Madras stands first in the actual number of women engaged in inspecting work, that it has an absolutely as well as a relatively larger number of low-paid appointments (Rs. 200 or less per mensem) than any other province in India, that the pay of inspectresses in Bengal and Assam is Rs. 500—750 and is thus better than in any other Province or Native State in India, that in the majority of Provinces, viz., in the United Provinces of Agra and Oudh, in Bihar and Orissa, in the Central Provinces and in Burma, as well as in Mysore, the pay of an inspectress is Rs. 400—500, and that in the sister Presidency of Bombay the pay of the inspectresses is Rs. 300—500.

6. In view of these facts there appear to be more grounds for raising the salaries of the assistant and sub-assistant inspectresses than there are for raising the pay of the inspectresses, either individually or collectively. The minimum pay of sub-assistant inspectresses might be fixed at Rs. 150 per mensem and they might be placed on a time scale Rs. 150—10—300 or Rs. 150—5—200 and Rs. 200—10—300. The former requires 16 years to complete, and the latter 21 years, before a stationary salary is reached.

7. Regarding Miss Lynch's salary, the grounds are purely personal. It might be stated as a general argument that Madras is treated worse than any other important province in India since the pay of the third inspectress in Madras cannot rise beyond Rs. 450 while the pay of the last inspectresses in other large provinces rises automatically to Rs. 500. On the other hand it may be noticed, first that the salary of the inspectress in Bombay begins at Rs. 300 only per mensem as against Rs. 400 in Madras and secondly that the salary of the Chief Inspectress in Madras rises to Rs. 600 as against Rs. 500 in all other provinces in India except in Bengal and Assam where the maximum is Rs. 750.

8. It is no doubt desirable to introduce as soon as possible in India generally, as Bengal and Assam appear to have done, the scale of Rs. 400—500 and thereafter Rs. 500—750 for lady members of the Indian Educational Service, but this change is no more pressing than very many others which have been urged before Government and the Public Service Commission. It would further appear that any immediate relief that might be proposed should be granted primarily to Mrs. Rhenius, the senior inspectress, rather than to Miss Lynch.

Teachers in training schools.

9. Teachers in training schools need not be considered separately from those in secondary schools since the qualifications of each are similar.

Teachers in secondary schools.

10. Detailed figures of the salaries of full-time teachers in secondary schools in the grant list of the English Board of Education are found for England on pages 175—182 of Cd. 7204, Statistics of Public Education in England and Wales, Part II, 1911—12—13 (1914), and for Wales on pages 263—270 of the same volume.

11. It will be noticed from a perusal of the figures for England that the average annual salary of a head teacher is £317 and of an assistant teacher £123; that the average maximum and minimum salaries (given in £ per annum) of head and assistant teachers in the various kinds of schools are as follows:—

	Council schools.	Girls' public day school trust schools.	Roman Catholic schools.	Foundation and other schools.
<i>Head teachers.</i>				
Minimum	Under 160	240—260	Under 160	Under 160
Average	287	394	166	398
Maximum	500—600	700—800	300—350	1,000
<i>Assistant teachers.</i>				
Minimum	Under 60	Under 60	Under 60	Under 60
Average	127	120	90	125
Maximum	240—260	220—240	160—180	280—300

12. It may be mentioned here that almost exactly one-half of the total number of women teachers employed in "recognized" secondary schools in England are engaged in work in council schools; and that this ratio will probably increase in the future. The salaries paid in council schools may therefore form the main standard of reference.

In Wales the average annual salary of a head teacher is £309 and of an assistant teacher £124, the figures corresponding to those in the above table being—

							Council schools.	Welsh Intermediate schools.	Roman Catholic schools.	Other schools.
<i>Head teachers.</i>										
Minimum	..	..	..	..	..	..	200—220	180—200	} There is only one on 130.	} There is only one on 410.
Average ..	..	..	..	..	..	..	243	323		
Maximum	..	..	..	..	..	..	280—300	500—600		
<i>Assistant teachers.</i>										
Minimum	..	..	..	..	..	..	60—80	80—100	Under 60	80—100
Average ..	..	..	..	..	..	..	131	125	50	112
Maximum	..	..	..	..	..	..	200—220	220—240	100—120	140—160

13. The salaries of head teachers include capitation fees and the estimated annual value of the teacher's house, when it is known that a house is provided rent free; when the estimated value of the house has not been furnished it has been taken at £50. The salaries of assistant teachers include the estimated value of board and lodging when this is known to form part of the emoluments. Owing to the different conditions which prevail in many Roman Catholic schools from those prevailing in other schools, the salaries of teachers in these schools are not strictly comparable with the salaries of teachers in other schools.

14. Hereunder will be found particulars (a) of the scales of salaries in force in the areas of certain typical county councils and county borough councils in England.

SCALES OF SALARIES FOR MISTRESSES IN SECONDARY SCHOOLS FOR GIRLS.

1. Essex County Council Education Committee—

	Initial salary.	Maximum Salary.
Women	from £ 100 to 150	£200

* To be determined by qualifications and past experience after consultation with the headmistress.

Increments are to be discretionary and made on the recommendation of the headmistress, confirmed by the Governors, and should not exceed the rate of £10 per annum.

Exceptional experience and merit in special cases may be recognized for salary beyond the above scale.

2. London County Council Education Committee—

Headmistresses.	
Accommodation of school.	Salary and annual increments.
1—200	£300—£400 by six annual increments of £15 and one of £10.
201—400	£300—£450 by £15.
Over 400	£400—£600 by £20.

Assistant mistresses.

(a) *Higher scale.*—The commencing salary of assistant mistresses appointed to the Council's secondary schools is £120 a year, rising by annual increments of £10 to £220 a year.

(b) *Lower scale.*—The scales of salary for assistant mistresses in the Council's secondary schools who do not possess the qualifications required for the higher scale are as follows:—

£120 a year, rising by annual increments of £6 to £180 a year.

3. Middlesex County Council Education Committee—

Headmistresses.

In schools of 200 accommodation and over:—

£300, by £20 annually to £340, and then by £10 to a maximum of £350. Schools with an accommodation of less than 200 to be treated as special cases.

Assistant mistresses.

Initial salary for a teacher possessing a University Degree or its equivalent in the case of those Universities which do not grant degrees to women, £100, rising—

(i) by annual increments of £10 to £140 on satisfactory report of headmistress.

(ii) by special votes of the Governors from time to time from £140 to £160 (not automatic).

(iii) by annual increments of £10 from £160 to £200.

Initial salary for non-graduates, £90, rising—

(i) by annual increments of £5 to £120 on satisfactory report of headmistress.

(ii) by special votes of the Governors from time to time from £120 to £150 (not automatic).

If a first assistant mistress be appointed in a mixed or girls' school of over 200 pupils she may be given an additional salary not exceeding £40.

In the case of a senior assistant mistress in a mixed school with an accommodation of less than 200, the maximum salary will be £25 higher than as provided by the scale.

4. Derbyshire County Council Education Committee—

Assistant mistresses.		Commencing salary.	Maximum salary.
Senior mistress in mixed school		£	£
Other assistant mistresses—			
Class A		110—125	160
" B		100—115	140
" C		90—100	120

Notes—

(1) An annual increase of £5 up to the maximum dating from the commencement of the autumn term will be allowed on the proposal of the governors based on the definite recommendation of the headmistress and on the committee being satisfied as to the service rendered.

(2) On a new appointment, the commencing salary will be determined according to the qualifications and experience of the teacher. £5 for each year's teaching experience may be allowed above the minimum up to the maximum commencing salary.

5. Bradford County Borough Council Education Committee—

In secondary schools.	Minimum.	Maximum.
	£	£
Head teachers—girls' departments	230	300
Assistant teachers (certificated)—Women	80	150

Certificated assistant teachers who have an "Honours" or "First Class" Degree of any recognized University of Great Britain or Ireland and teaching in a secondary school (but not in the Preparatory portion) £10 extra, minimum and maximum.

Subject to due compliance with the general conditions the salary in each case of an assistant as above, to be increased by £5 annually, up to the maximum.

6. Leeds County Borough Council Education Committee—

Secondary schools.	Minimum.	Maximum.
Assistant teachers—Women	£90	£140

15. The commencing salary is fixed according to the qualifications and experience of the applicant.

16. The salaries are open to revision annually and the increments (subject to satisfactory service) are at the rate of £5 for the first six years, or until a salary of £130 is reached, and £10 for subsequent years until the maximum of the scale is reached. Service elsewhere is allowed to count.

Assistants who have been at the maximum for five years may have their salaries increased beyond the maximum at the discretion of the committee.

17. From the above data it will be seen that the salaries differ greatly according to the locality in which the schools are situated and according to the type of management which controls the school.

18. The Incorporated Association of Assistant Mistresses in England laid down in 1912 that the minimum initial salary of a mistress with a University Degree or its equivalent and training, but without experience, should be £120 per annum, and that it should rise more or less automatically to £220 per annum. The "Economic Journal" has further pointed out in this connection that with regard to a profession for women "without a doubt, the profession of a secondary school teacher is the best paid for the majority of its members." It may therefore be accepted that the secondary school teacher in England is not in general dissatisfied with her prospects in life—a fact which makes recruitment for India from its ranks a matter of some difficulty.

19. It may be mentioned *en passant* that the salaries of men teachers in secondary schools in England are about 40 per cent higher than the salaries of women teachers.

20. Turning now to salaries in secondary and training schools in India (statements B and C on pages 10 and 11 *infra*) it will be observed that Madras has 32 appointments reaching to Rs. 100 per mensem or over, Bengal 23, Bombay 22, Bihar and Orissa 16 and the other provinces and the Native States less numbers. Madras thus appears to be far ahead of the other parts of India in the number of higher paid appointments in secondary and special education. It has, however, no appointment carrying a higher salary than Rs. 450 per mensem, while Bengal goes up to Rs. 750, Bihar and Orissa to Rs. 600 and Bombay, Hyderabad and Mysore to Rs. 500. It is moreover not an easy matter to obtain a trained secondary grade teacher for less than about Rs. 50 per mensem.

21. The crux of this question of teachers for secondary schools lies in the social conditions and customs of India already mentioned. For the local supply of teachers we must rely mainly upon Indian Christians, non-Brahman Hindus and Anglo-Indians, and the number of these available every year is much in defect of the demand. India must to a very large extent rely for years to come on imported teachers for the conduct of her secondary education for women, and it is not possible to predict any large development in female education until the country is prepared to import in fairly large numbers qualified European teachers. These should be selected from the ranks of secondary teachers in Great Britain. Teachers who already

hold headmistress's posts will not, except in rare cases and at a very high salary, give up their position in England in order to undertake work in India. We must therefore select from among the assistant mistresses, and it is very doubtful whether we shall be able to secure the services of the best assistant mistresses unless we obtain them practically fresh from their college training. The exceptionally good assistant will after a few years' experience be in the running for a post of headmistress in England. These posts are the prizes of the profession. The pay is good—headmistresses usually receive a fixed salary as well as capitation fees and when the school is large they make from £500 to £800 per annum and in a few rare and special cases as much as £1,000—, the position is influential and the work and life most congenial to the well educated and capable gentlewoman. It is therefore desirable to get into touch with the authorities of the secondary training colleges for women (a list is given in the Girls' Public Schools Year Book, pages 440-443) and to keep in constant touch with them, if we are to be able to obtain assistant mistresses for work in India. In order to attract suitable applicants the initial pay should be not less than about Rs. 350 per mensem, which is about the minimum salary upon which an educated gentlewoman can live independently in India, there should be annual increments to this pay and there should be some prospect of the person employed rising to a high salary, comparable in fact with the ultimate possible normal prospects at home, which may be taken to be equivalent to about £600 a year or Rs. 750 per mensem. If free quarters are offered and if at least two European teachers are employed in each school so that they may live together and thus reduce their expenses—such, e.g., as is done at the special schools run by the managers of the Buckingham and Carnatic Mills—the pay may be less than that indicated above, but there are difficulties in laying down such a practice as this as essential. The salary offered should permit of savings which are necessary if the officer is to pay her passage home (or elsewhere) during holidays and in order that she may be able to live during her furlough. Furlough pay is insufficient to meet the needs of an officer.

Teachers in elementary schools.

22. Turning to women teachers in elementary schools in England, the teacher stands upon a lower social status than the teacher in a secondary school, and the salaries are considerably lower. The following table taken from the report of the Board of Education for 1913-14 shows for the past few years under types of area the expenditure in England and in Wales on teachers' salaries.

Elementary schools—England.

Type of Local Education Authority and year.	Average salaries.		
	Certificated teachers.		Uncertificated teachers.
	Head.	Assistant.	Women.
	Women.	Women.	
London—	£	£	£
1910-11	202.9	115.0	61.6
1911-12	204.8	116.2	61.7
1912-13	207.3	117.6	62.0
1913-14	209.3	118.7	62.9
County boroughs—			
1910-11	137.3	88.4	53.7
1911-12	138.0	89.6	54.4
1912-13	138.7	90.4	55.4
1913-14	139.7	91.7	56.2
Urban districts—			
1910-11	150.8	101.2	58.7
1911-12	154.6	103.4	59.5
1912-13	155.8	104.7	59.9
1913-14	157.5	105.8	60.7
Boroughs—			
1910-11	126.4	87.3	56.6
1911-12	127.0	88.3	57.2
1912-13	128.0	89.8	57.9
1913-14	128.9	91.0	58.6

Elementary schools—England—cont.

Type of local Education Authority and year.	Average salaries.		
	Certificated teachers.		Uncertificated teachers.
	Head.	Assistant.	Women.
	Women.	Women.	
Counties—	£	£	£
1910-11	99.7	78.9	54.5
1911-12	100.4	79.7	55.3
1912-13	101.5	81.1	56.1
1913-14	103.2	82.9	57.1
Total—			
1910-11	123.0	92.4	54.8
1911-12	123.9	93.6	55.5
1912-13	125.2	94.6	56.3
1913-14	126.9	96.0	57.0

Elementary schools—Wales.

County boroughs—			
1910-11	148.5	86.6	50.7
1911-12	150.4	88.0	51.4
1912-13	154.4	90.1	53.4
1913-14	156.9	92.0	55.9
Boroughs and Urban districts—			
1910-11	132.6	90.1	57.0
1911-12	134.5	92.3	57.6
1912-13	134.5	93.1	58.1
1913-14	142.9	97.5	60.3
Counties—			
1910-11	97.9	82.2	50.4
1911-12	99.8	83.4	50.9
1912-13	101.5	84.4	51.4
1913-14	103.2	85.7	52.3
Total—			
1910-11	112.5	85.9	51.8
1911-12	114.4	87.4	52.4
1912-13	116.3	88.6	53.1
1913-14	119.3	90.9	54.7

23. It will be seen therefrom that the average salary of a certificated assistant mistress has gradually risen within the last few years, that in England it stands now at about £96 per annum, which is about 20 per cent less than the average salary of an assistant mistress in a secondary school, that the average salary of a headmistress has also gradually risen within the last few years, that it now stands at about £127 per annum which is only about 40 per cent of the average salary of a headmistress in a secondary school. There are no "prizes" for teachers in elementary schools such as there are for teachers in secondary schools. The maximum salary of a headmistress in a public elementary school is £350 per annum and of an assistant mistress only £180 per annum. Under the London County council fully certificated women teachers receive as assistants from £90 to £150 per annum, but actual salaries throughout Great Britain vary considerably in elementary schools, just as they do in secondary schools, according to the area in which the schools are located. Salaries of men teachers in elementary schools in England are between 30 and 40 per cent higher than those of women teachers. From a consideration of these figures and by contrasting them with the salaries of elementary school teachers in India, vide appended sheet D on page 12 infra,—very many as low as Rs. 10 per mensem,—it will be evident that the question of appointment of European trained teachers to elementary schools in India is for financial reasons outside the range of practical politics. Even if we could persuade them to come, we should be doing our country women an injustice if we brought them out to this country on a salary less than that which would permit them to live as gentlewomen, and the country cannot afford Rs. 350 per mensem for its elementary school teachers. It is impossible to do more than import teachers for our secondary and training schools, open more training and secondary schools, staffing them with at least one or two European trained teachers on an initial salary of not less than Rs. 350 per mensem, and rely upon public opinion

gradually changing and breaking down such local influences as are antagonistic to the spread of female education in India. The antagonism is pronounced, even though it be merely passive in most places, and it is frequently observed to be most acute in those centres of Indian society which are peopled mainly by the most orthodox in adherence to religious rites and customs. The lower castes have no anti-educational prejudice. What Chailley said six years ago in his "Administrative problems of British India" regarding female education in India and what Sharp writes in the last quinquennial review on education in India, are equally true to-day. We can only trust to time.

24. A comparison of the scales of pay given to women teachers in elementary schools in England with those given in India is almost valueless. The supply in India is much less than the demand, in many parts of England the reverse is the case, but to import women teachers from England to India for elementary schools would be much too expensive to consider even for a moment. A solution does not lie in increasing the salaries of women teachers to any considerable extent. It is the social customs of the country that stands in the way of a plentiful local supply of teachers, not the insufficient salary that is offered. The Eurasian and Indian Christian will teach and their mode of life especially that of the former, demands a higher wage than that required by the Hindu; but it is scarcely possible to fix the salaries of teachers in elementary schools at such a figure as will attract the Anglo-Indian; such a salary would suffice for the employment of several Hindu women teachers if such were only available. It is desirable that no women teachers receive a less salary than Rs. 12 per mensem, but so long as Indian thought continues unchanged with regard to the relative positions in the social life of men and women, and so long as questions of economy remain of prime importance, just so long will it be impossible to raise the minimum pay of a woman in this country above that of a man who does similar work, even though such a course were considered—a doubtful assumption—desirable on a survey of the relative needs of the normal life of man and of woman. It is, of course, possible to staff to some extent a few schools with Anglo-

Page 7 of G.O. 394, Educational, 1st May 1913. Indians (Eurasians) as is suggested in the Resolution of the Government of India of 1913 in which the educational policy of the Government of India is enunciated, but this is an inadequate and only a temporary expedient, the total population of Anglo-Indians being quite insufficient to afford the supply of women teachers necessary to meet the total demand. Eurasian teachers require a minimum initial salary of about

* Miss Lynch puts this figure at Rs. 75. Rs. 60 * per mensem in most parts of the Presidency though on the West Coast they are obtainable at a somewhat lower figure. A perusal of statement D on page 12 infra which shows the salaries now paid to women teachers in elementary schools in India will indicate that in Bombay the maximum pay is Rs. 70, in Madras Rs. 65 and in Bengal Rs. 50 per mensem, while the majority have pay about Rs. 10 to 12 per mensem. These salaries are as high as—in some cases higher than—those earned by men. The training schools for women in the Madras Presidency are now producing only about 250 teachers per annum. Assuming that the teaching life of a teacher is 25 years, that there is no wastage and that each school is to be supplied with two teachers only, then this supply will enable 3,125 schools to be staffed with women teachers. It is therefore clear that so long as the supply of women teachers is so small, there is no possibility of staffing our girls' schools properly nor of being able to obtain women teachers, no matter what salaries we offer. The solution lies rather in the gradual establishment of more training schools for women. But these training schools need to be supplied with students for training who are required to have read for at least five years in an elementary school, though it is desirable that they have read for eight years at school, either elementary or secondary. At the present day only about 1,000 girls are reading in standards corresponding to the third form and about 400 in standards corresponding to the second form, 600 either leaving their studies altogether or going on to a training or some other special school—vide statement E on page 12 infra. About 7,900 girls are now reading in the fourth standard and 2,700 in the fifth standard, so that 5,200 girls leave school at the end of the fourth standard. Our lower elementary grade teachers are to be selected from

these 5,200 girls and our higher elementary teachers from the 600 girls just mentioned. Nine years ago the figures corresponding to 5,200 and 600 were 4,800 and 600, so that the area of selection of our women teachers has improved but slightly in the last nine years—vide statement E on page 12 infra. Slow progress only is therefore possible.

25. It might be well to concentrate on collegiate, special and secondary education for girls, since reasons of economy require that we should employ, as far as possible, teachers educated in India and only those who have read up to the third form are considered really fit teachers, while the emancipation of women in India will take place mainly by educating those who can appreciate the benefits of their education and who are likely to have influence on others in their lives and those are more likely to be found among those who receive a secondary than among those who receive an elementary education.

26. It is further to be remembered when the importation of women educationists is considered that for an inspecting officer or for an officer stationed in a small up-country station, the amenities of life, which are held so dear to a woman's heart, scarcely exist. Discontent would therefore be rife among women so placed, unless the salary was high.

R. LITTLEHAILES -4-11-15.

ENCLOSURES.

A.—Salaries of women in the inspectorate.

	Provinces.											Native States.			
	England	Madras.	United Provinces of Agra and Oudh.	Bengal.	Bihar and Orissa.	Punjab.	Bombay.	Central Provinces.	Burma.	Assam.	North-West Frontier Provinces.	Hyderabad.	Mysore.	Kashmir.	Baroda.
Population in millions	17.4	41.4	47.2	45.5	34.5	20.0	19.7	13.9	12.1	6.7	2.2	15.4	5.8	3.1	2.0
Rupees per month—															
812½	1														
500-750				2						1					
500-625	5														
500-600		1													
450-500		1													
400-500			2		2			2	1				1		
350-500							2					1			
300-500															
250-500	53														
400-450		1													
400						1									
200-350															
300			1		2					1					
250-300						3									
200-300							1								
275			1												1
250															
250		1	3		1										
200-250								1	1						
200		2	4		2			3							
150-200						2									
175		2													
150		2													
100-150															
130			1											1	
125		3													1
120															1
100							1								
75				(a)									1		1
70					1										
Total	59	13	12	2	8	6	4	6	2	2		1	2	1	4

(a) Bengal has in addition ten posts in the Provincial Educational Service held by women engaged in inspection work (the salary of a member of the Provincial Educational Service in Madras varies from Rs. 200 to Rs. 700 per mensem).

B.—Statement showing the salaries of women in training schools.

	Provinces.											Native States.			
	England.	Madras.	United Provinces of Agra and Oudh.	Bengal.	Bihar and Orissa.	Punjab.	Bombay.	Central Provinces.	Burma.	Assam.	North-West Frontier Provinces.	Hyderabad.	Mysore.	Kashmir.	Baroda.
Population in millions	17.4	41.4	47	45.5	34.5	20.0	19.7	13.9	12.1	6.7	2.2	13.4	5.8	3.1	2.0
Rupees per month—															
450—50—600					1								2		
400—500							1								
350—30—500															
300—400		1							1						
200—15—400				1											1
375								1							
300							2								
250—300						1									
250—300		1													
200—300			1						1				2		
200—300															
250															
200—10—250								1							
170—250		1													
150—250															
200				1			3								
150—10—200			1										1		
175		2													
150—175				1											
150				1	2		2								
125—150		5													
100—10—150			1												
100—150		3													
100—140						1									
125							2								
100—125		4													
75—125															
95—5—120					1										
70—5—120							1								
100				1			2		1						
80—2—100					1										
80—100		1													
75—5—100			1												
75—100		9													
75—90						3									
80							2								
70—80															
60—80		1													
75							2								
60—75		4													
50—75		2													
60—70		1				1									
55—70															
50—70															
65			1												
60			1				3	2							
50—2—60															
50—60		10													
40—2—60		2					3								
40—60									3						
55							1								
50		1		1	4	1	3	2				5			
40—2—50		11	1												
35—50							2								
45															
40		2		1	1		2	4					4		
30—40		10													
35		1					1								
30—35		2						2					10		
30															
25—30		7				3									
20—30		5													
25		7					1						7		
20—25		11													
20—1—25							1								
20		9			3			2					5		
15—20		5						3					3		
25		2													
10—15		1						2							
12															
10															
Total	137	7	6	14	10	35	19	7				48		1	

* Indian Educational Service.

C.—Statement showing the salaries of women in secondary schools.

Provinces.												Native States.			
	England.	Madras.	United Provinces of Agra and Oudh.	Bengal.	Bihar and Orissa.	Punjab.	Bombay.	Central Provinces.	Burma.	Assam.	North-West Frontier Provinces.	Hyderabad.	Mysore.	Kashmir.	Baroda.
Population in millions	17.4	41.4	47.2	45.5	34.5	20.0	19.7	13.9	12.1	6.7	2.2	13.4	5.8	3.1	2.0
Rupees per month—															
500—40—700				1											
400—20—															
600					1										
500												2			
400—20—500					1										
350—30—500							1								
350—15—500												1			
320—20—500				1											
400								1							
350						1									
250—10—300						1	1					1			
300												1			
210—10—250						1						1			
200—10—250				1								1			
200—250		1													
50—250															
250				1						4					
150—10—200				1		3						4			
200				1								1			
180					2	1									1
125—150		1													
120—2—150					1										
150				5	1										
100—0—150			1												
100—140						1									
125				1			2								
75—125													1		
100—2—120					2										
80—8—120			1												
60—5—120				1											
100				4	2		5	1							
80—100		1				3									
75—5—100		2	1	1											
50—5—100			1									3			
75—90				1		1									
70—80		1													
60—4—80			1												
60—80						2									
80					1		2	2					1		
75				2			2								
50—5—75															
50—70												1			
70													4		
65					1		1								
60							2								
50—60		2		4		1	2					2			
40—60		1				3			1						
40—2—60							2								
40—2—50		2							1						
35—50						2						2			
30—4—50			1												
50				10			4	1	2	2			6		2
35—2—45				1											
45				3											
40		2													
30—40		1		3	2			1	2	1			9		1
35				3		5									
30—1—35		1	3	1	2								1		
25—2—35				1											
25—1—30		2	6	1											
20—30						7									
30		2	21	5	12				3	3			19		
20—1—25		1		1											
25			5	7											
20			16	6				1		3			25		
15—1—20		5		1		5			1	2			40		
15			42	1											
12—15						5							62		
12			47												
10			35										86		
9			1										167		
8				9											
Total	25	190	66	28	42	25	7	10	15		19	421			4

D.—Statement showing the salaries of women in elementary schools.

Provinces.												Native States.			
	England.	Madras.	United Provinces of Agra and Oudh.	Bengal.	Pihar and Orissa.	Punjab.	Bombay.	Central Provinces.	Burma.	Assam.	North-West Frontier Provinces.	Hyderabad.	Mysore.	Kashmir.	Baroda.
Population in millions	17.4	41.4	47.2	45.5	34.5	20.0	19.7	13.9	12.1	6.7	2.2	13.4	5.8	3.1	2.0
Rupees per month--															
200—5—250	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..
150	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..
125	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..
100	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..
95	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
75	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1
70	..	..	..	..	..	..	1	..	..	1	..	..	..	..	..
65	..	..	4	..	..	..	1	..	..	..	..	..	..	..	..
64	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
62	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1
60	..	..	..	..	..	..	3	..	..	1	..	1	..	..	..
40—60	..	..	..	..	..	..	..	..	2	..	..	..	..	..	..
50	..	..	2	..	5	..	13	..	4	3	..	1	..	..	..
48	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
46	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
45	..	..	..	..	2	..	9	..	..	..	..	..	..	..	..
42	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
40	..	..	4	..	4	..	21	10	5	2	..	..	..	..	..
30—40	..	..	..	..	..	..	..	..	5	..	..	..	..	..	..
37	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
36	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
35	..	..	..	2	..	..	26	..	..	..	..	..	..	..	2
34	..	..	..	..	..	..	3	..	..	..	..	..	..	..	..
33	..	..	..	..	..	..	5	..	..	..	..	..	..	..	..
32	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
31	..	..	..	..	..	..	4	..	..	..	..	..	..	..	..
30	..	..	9	21	..	2	70	19	3	1	..	1	..	..	8
20—30	..	..	..	1	..	..	..	..	10	..	..	..	..	..	..
29	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
28	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..
27	..	..	..	..	..	..	23	..	..	..	..	..	..	..	..
26	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
25	..	..	14	5	..	11	91	..	..	1	..	1	10	..	2
24	..	..	..	..	..	..	20	..	..	..	..	..	..	..	..
23	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
22	..	..	..	..	..	..	10	..	..	..	..	..	..	..	1
21	..	..	..	..	..	..	7	..	..	..	..	..	..	..	..
20	..	..	71	16	..	11	102	58	2	2	..	3	20	..	50
19	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
18	..	..	..	..	..	1	23	..	..	..	..	2	..	..	13
17	..	..	..	..	..	..	2	..	..	..	..	1	..	..	..
16	..	..	..	..	10	..	2	..	..	..	..	..	..	..	1
15	..	..	50	42	..	..	69	114	..	..	..	11	31	..	9
14	..	..	106	..	..	1	4	..	..	..	..	..	..	..	..
13	..	..	..	..	..	..	5	..	..	..	..	..	..	..	12
12	..	..	200	47	..	10	49	97	..	..	..	10	60	..	12
11	..	..	..	..	..	..	32	..	..	..	..	1	..	..	..
10	..	..	327	15	..	4	600	148	..	..	..	17	89	..	10
9	..	..	..	1	..	..	..	..	..	..	..	4	..	..	3
8	..	..	..	9	..	..	..	17	..	..	..	4	..	..	..
7	..	..	..	..	..	..	..	..	..	..	..	3	..	..	..
Total	..	787	179	11	50	..	1,214	463	31	15	..	60	210	..	126

E.—Girls under instruction on the 31st March.

	1906.	1907.	1908.	1909.	1910.	1911.	1912.	1913.	1914.	1915.
Sixth form	201	195	250	179	209	189	175	205	209	240
Fifth form	175	154	181	194	195	175	194	202	235	258
Fourth form	250	238	353	392	411	385	401	427	413	467
Third form	856	862	962	962	967	920	919	966	1,058	1,041
Second form	1,199	1,282	1,337	1,445	1,513	1,346	1,351	1,408	1,458	1,572
First form	2,064	2,173	2,373	2,479	2,482	2,267	2,453	2,479	2,597	2,715
Fourth standard or class.	6,876	6,953	7,172	7,349	7,493	7,015	7,206	7,303	7,684	7,872
Third do.	15,017	15,982	16,364	15,930	16,385	16,065	16,194	17,236	18,561	20,363
Second do.	21,310	22,087	22,050	22,675	23,409	23,766	25,833	27,463	30,709	32,213
First do.	31,399	31,873	32,830	33,910	36,085	37,242	40,180	44,358	48,607	51,325
Infant do.	61,126	65,689	71,860	81,261	91,611	100,163	113,259	130,874	146,884	158,247
Average duration of school life of girls in schools (in years)	..	2.29	2.22	2.18	2.06	2.02	2.12	1.84	1.77	1.74

Director of Public Instruction—

Please thank Mr. Littlehailes for this excellent note which I have read with much interest. I should like to know what your deductions and applications here are?

2. If he is right, and we have to work from the top downwards in the case of women—definitely more so than in the case of men—is it not clear that to influence Brahman and such like girls, first class women, socially as well as educationally, are necessary, particularly as the heads of all secondary, training, and college institutions? This means high salaries, for them, and for inspectresses of similar grade. It is not here a question of achieving our purpose, more or less: it is of doing so or not doing so at all. If this is correct, all else follows?

3. I am disposed to suggest your considering and noting upon this memorandum, and its ultimate submission to Government, to raise the whole question basing on the necessity for considering the whole subject owing to our being short of women teachers, some of them having gone to other provinces.

4. Is not the Egmore Presidency training school staff very short now?

P[ENTLAND]—10-11-15.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

Perhaps the best starting point for the discussion is to be found in Mr. Littlehailes' table E. which gives the history of the numerical development of female education for the last ten years.

2. This shows that the increase in number of girls in schools which has been considerable has been mainly in the lower classes and very largely in the infant standard from 61,126 to 1,58,247 or by more than 150 per cent. The increase in standard I has been less than 60 per cent and as we go up the standards the rate diminishes until we get in the sixth form an increase of only 14 per cent and the small numbers of 201 in 1906 and 240 in 1915. It is remarkable also that the maximum number of 250 in the sixth form was reached in 1908 and of 427 in the fourth form in 1913 while there were more girls in the third form last year than this.

3. It may further be noted that the preponderating increase in the infant standard brings down the average duration of school life. In the ten years in question it has diminished from 2.29 years to 1.74. It is further to be noted that the figures include girls in boys' schools. Many girls clearly do not get beyond the infant standard and only about 20,000 in each year get so far as the third standard and by completing four school years reach the level of elementary education that Mr. Gokhale's Bill sought to make universal.

4. These facts indicate an indifference to the education of their girls on the part of the bulk of the community much greater than is suggested by the mere percentage of girls in schools, small as that is, because it is a fair inference from them that of all the girls born in the presidency in any year only about 20,000 will receive even an elementary education as against as many as 15,000 ten years ago. In the last three or four years the number of girls in school has increased at a more rapid rate, but the acceleration of increase has been confined to the lower classes. The causes of this indifference so far as they lie in the mental and social characteristics of the people are well known. The question now is whether any better result would flow from improved teaching and supervision, by the more general employment of highly educated ladies of good social position. The Protestant missions do employ a number of well educated ladies, while the Roman Catholic missions trust for the most part to nuns who are often decidedly ill-educated, but I should hesitate to say that Protestant girls' schools enjoy the confidence of the public in a greater degree than Roman Catholic schools. One of the discouraging facts about education in general is the common acceptance of a very low standard of school efficiency. In the Government service we have a considerable proportion of ladies with good academic qualifications the majority of course recruited in the country and speaking generally they are doing excellent work.

5. I have no doubt that the amount and efficiency of female education would be improved by a strengthening of the inspecting staff such as has already been proposed but I think that the officers of the lower grades are sufficiently well educated and trained for the work they have to do.

6. It is clear that the vast majority of teachers and the lower inspecting officers must always be recruited in the country and even if it were possible to replace them to any great extent by ladies from home I doubt if it would be expedient. I do not think that the superior training and perhaps social position of ladies from home would make up for the want of intimate knowledge of the country and instinctive sympathy with the people. What is necessary is the provision of pay and prospects that will enable us to recruit the best women available and retain them in the service in reasonable contentment. With a view to this when staffs have had to be strengthened I have advocated the creation of new appointments on higher rather than lower rates of pay and my proposals have on the whole been accepted by Government, notably in the case of my proposals for strengthening the inspecting agency. A further step in this direction would be to make possible the promotion of women who had shown marked capacity into the Indian Educational Service particularly when they have received training in Europe. Improvements in these ways of the personnel of the Government service must I think react on that of the aided institutions through a natural spirit of emulation and also by the direct competition of Government.

7. For inspecting, collegiate, higher school and training work and to advise as to educational policy there is undoubtedly a need for a certain small number of highly educated women from home and until the institution of the college for women there has been an entire lack of such in the department. We have never had for instance as inspectress of girls' schools or superintendent of the Presidency training school for mistresses a graduate of any University. I do not think that this is because the rates of pay offered were too low. When the first two officers were recruited, Mrs. Brander and Miss Carr, and perhaps later when Miss Arnold and Mrs. Rhenius were appointed it may be that lady graduates were not numerous enough at home to make the selection of one on the pay proposed possible but I very much doubt it particularly as the pay offered was relatively much higher than it is now. I rather incline to the belief that it was supposed that for dealing with the elementary education of girls high academic qualifications were unnecessary and that the type of woman wanted was a superior elementary teacher.

8. When Miss McCormick was selected for the Women's college there were at least two other applicants either of whom I would have gladly seen appointed inspectress of schools in Madras. If the India Office would only advertise I believe there would be a considerable number of applicants to select from for any of these Rs. 400 posts. They would of course be young women of limited experience, but I think that we shall have to look to recruiting such almost exclusively. I do not think that women of established reputation will come out here for any pay that Government can properly offer. This is the opinion I arrived at from discussing the question with the Principals of Girton and Newnham, Cambridge, Somerville and Lady Margaret, Oxford and Holloway and Bedford Colleges. It is one thing however to get promising young women and another thing to keep them. I think the prospects of women in the Indian Educational Service must be improved. Their promotions must not depend on the occurrence of vacancies above them. They must be put more on a par with the men in the service. I suggest something like 400—25—700 as a possible scale. This would mean rising to 700 in 12 years. After this I would give a personal allowance of Rs. 100 on 18 years' completed service. This would mean a full pension of £420 as against a man's of £436. This is perhaps a higher pension than is really necessary. Possibly there ought to be some difference in the pension rules for men and women. Women should certainly have shorter term of service for pension certainly not more than 25 years.

9. I do not of course put these forward as formal proposals but as an indication of the kind of thing that should be done. I suppose we shall have to wait for the Public Services Commission's report.

J. H. STONE—17-3-16.

EDUCATIONAL DEPARTMENT.

His Excellency the Governor apparently consents to the Director of Public Instruction's proposal to await the report of the Public Services Commission before proceeding further. In the meanwhile the whole question of improving the education of girls has been separately raised by the Government of India and the points raised in the foregoing notes will be considered in that connection—please compare paragraph 7 of India's letter. No separate action is called for on these notes. They may be recorded and printed, to be ready for reference in considering the Government of India's letter.

2. The draft is for approval.

P.R.—31-3-16.

T.K.—1-4-16.

I have read the papers carefully and propose to use them in replying to India on the general question of "female education". May the notes be recorded and printed? If we make a separate reference to India solely on the question of the revision of pay of women teachers and inspectresses got out from England or recruited to the higher ranks locally, the reply will probably be that we should await the recommendations of the Public Services Commission.

P. RAJAGOPALA ACHARIYAR—4-4-16.

Will Secretary kindly have the papers printed up to date and let His Excellency see them when printed?

(By Order.)

T. E. MOIR—5-4-16.

The papers have been printed. They may be submitted to His Excellency the Governor with reference to the above note of the Private Secretary to His Excellency the Governor.

P.R.—27-4-16.

T.K.—28-4-16.

P. RAJAGOPALA ACHARIYAR—2-5-16.

The papers may be recorded for the present, and a copy sent for His Excellency's use.

(By Order.)

T. E. MOIR—4-5-16.

The draft order below is submitted for approval.

E.A.V.—5-5-16.

C.R.—5-5-16.

P.R.—7-5-16.

[G.O. No. 504, Educational, dated the 9th May 1916.]

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ORDINARY.

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Sech. II-38-2-15.

DEPARTMENT.

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G.O. No. 574, dated the 9th May 1916.

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(b) Correspondence
 (b¹) Notes 17

Brief subject.....

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[P.T.O.]

DEPARTMENT.

DEPARTMENT.

C

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Ramuni Bai
Clerk.

Sura?

77
Kwale education

Recording a memorandum prepared by Mr. Littlehales,
by D.F. on the subject of ~~female~~ in this Presidency.

C. No. 1029, From the _____, No. _____, dated _____, 191

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No., dated 191

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31-3-10

$\frac{16}{16} \frac{16}{16}$

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