

Educational
~~Home~~ (1916) Department.

Miss SERIES.

G.O. No. 686 -Est

DATED 22-6-16

[Despatch Abstract.]

League Council Recording papers relating
 to the Resolution moved by the Hon Mr
 V. S. Srinivasan at the meeting of
 the 1st held on 6th April '16 re the improve-
 ment of the condition of aided elementary
 school.

NOTES.

NOTES ON RESOLUTION ON MATTERS OF GENERAL PUBLIC INTEREST.

[SUBJECT.—Improvement of the condition of aided elementary schools.]

The Hon'ble Mr. V. S. SRINIVASA SASTRI :—

XXXIV. This Council recommends to the Governor in Council that the condition of aided elementary schools be improved by increased grants-in-aid, by the formation of local committees of management wherever necessary and by such other means as may be found suitable.

EDUCATIONAL DEPARTMENT.

The resolution is indefinite. The Additional Member's idea appears to be that grants-in-aid to elementary schools should be paid in full, thereby giving more scope for the improvement of elementary education. No doubt it used to be common for grants to be paid to elementary schools otherwise than in full, and the result was a check to aided education, as managers of schools and others incurred expenditure in the expectation of getting grants, only to be informed afterwards that there were no funds available. The revision of the Grant-in-aid Code sanctioned in G.O. No. 715, Educational, dated the 5th August 1913, necessitated the payment of additional teaching grants to aided elementary schools, which form the major portion of the grants-in-aid to such schools. The following statement shows the amount of teaching grants given to or provided for elementary schools since 1912-13 :—

								Ruppes in lakhs.
Actuals, 1912-13	..	..	..	..	..	..	..	11-92
Actuals, 1913-14	..	..	..	..	..	..	..	13-41
Actuals, 1914-15	..	..	..	..	..	..	..	16-51
Revised estimate, 1915-16	..	..	..	..	..	..	..	16-09
Budget estimate, 1916-17	..	..	..	..	..	..	..	16-09

The figures for building, furniture and other grants are not separately available for elementary schools.

From the above it appears that since 1913-14 increased teaching grants have been paid to elementary schools. In 1913-14 the grant paid amounted to 13-41 lakhs, but this amount was found to be inadequate and to necessitate a reduction of approximately 7 per cent in the assignments recommended by the inspecting officers to individual schools, and a further grant of Rs. 1,02,720 was made for the purpose in 1914-15 (vide G.O. No. 941, Educational, dated the 11th August 1914).

2. In 1914-15 the provision of 13-52 lakhs made in the budget for that year having been found insufficient for the payment of teaching grants in full, the Director requested sanction for an additional 3-03 lakhs exclusive of the sum of Rs. 1,02,720 above referred to which was required towards payment in full of the grants for 1913-14. The Government considered it sufficient to raise the provision for teaching grants by 2-03 lakhs and to meet the difference of one lakh by a corresponding reduction in the grants awarded to institutions preferably under merit grants. In this connection attention is solicited to the Hon'ble Sir Harold Stuart's note, dated the 11th December 1914, on pages 1 and 2 of the notes with G.O. No. 1471, Educational, dated the 23rd December 1914, in which he remarked :

"I am decidedly of opinion that we ought to pay grants in full, for to refuse to do so is something very like a breach of faith—and a breach of faith with men of very small means. The effect of such action on the development of education cannot fail to be injurious. I have virtually given a promise in the Legislative Council that we will pay these grants in full and unless we are very hard pressed indeed we must carry out that promise. But I learn from

Mr. Stone that in addition to the grants on the ordinary scale, merit grants are given to the most deserving schools. It is estimated that these will amount to 2-50 lakhs this year. These merit grants are perhaps the best feature of the grant-in-aid system and Mr. Stone is very reluctant to suspend them altogether."

3. The budget provision for 1915-16 under this head was 15-55 lakhs and this figure was repeated in the revised estimate for that year and the budget estimate for 1916-17. The Director of Public Instruction having however reported that a total grant of 16-09 lakhs would be required in 1915-16 to pay the grants in full as recommended by the inspecting officers and having applied for additional allotment of the amount, the Government increased the provision in the revised estimate for 1915-16 and in the budget estimate for 1916-17 to 16-09 lakhs.

It may also be noted that the Provincial increment of two lakhs promised for the advancement of elementary education, have been provided every year in spite of financial difficulties. Thus an additional sum of 54 lakh has been provided on account of teaching grants in the budget for 1916-17.

It may in this connection be pointed out that at the meeting of the Legislative Council held on the 13th March 1915, the Hon'ble Mr. Srinivasa Sastri moved a resolution recommending increased provision of one lakh on account of opening new elementary schools. But when it was pointed out to him that the entire incremental grant of two lakhs for 1915-16 was to be devoted for the purpose of strengthening aided schools and that it was intended for paying teaching grants in full, the Additional Member wanted that out of the two lakhs, one lakh should be exclusively set apart from year to year for opening new schools though the improvement of existing schools was an excellent object. He was then informed in reply that he should have worded his resolution differently. The resolution was put and lost. The same Member now wants that increased grants-in-aid should be given with a view to improve the condition of elementary schools. There is of course no limit to improvement.

4. From the above it will appear that expenditure on account of teaching grants to elementary schools in particular has been steadily increasing, notwithstanding the fact that every department other than Educational has been making retrenchments. No further funds are available for increasing the grants-in-aid to elementary schools and the time is not propitious for making any such increase.

5. As regards the suggestion regarding the formation of local committees of management for improving the condition of aided schools, it is submitted that the initiative in the matter should be taken by managers of schools and other private agencies and article 10 of the Grant-in-Aid Code provides for the formation of committees of management. It does not seem necessary for the Government to take action in the matter.

6. The last portion of the resolution, viz., that the condition of aided elementary schools may be improved by "such other means as may be found suitable" is vague and does not require further notice.

7. In the circumstances set forth above it is submitted that the resolution may be opposed.

Orders are solicited as to who should take charge of the resolution and whether it should be discussed in Council.

Perhaps the Director of Public Instruction may be requested u.o. to offer his remarks.

T.K.—24-3-16.

To the Director of Public Instruction for remarks, if any.

P. RAJAGOPALA ACHARIYAR—25-3-16.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I think it may be opposed. I am not myself prepared to ask Government for higher rates of grant for elementary schools until we have completed the investigation now going on in my office into the actual progress of elementary education which

has resulted and is likely to result under the present code and rates. There is reason to believe that we are not getting as much for our money as we ought to and in opposing the motion I should take the line that Government cannot be asked for more money while this, at best, uncertainty remains.

2. As regards local committees of management I am quite prepared to encourage such but most of the aided schools are the property of teacher-managers and it is not easy to see how such committees are to come into existence. He may make some practical suggestion.

3. We do improve elementary education by such other means as we from time to time find suitable.

J. H. STONE—27-3-16.

Emotional Department.

the file may be circulated to H. E. the Governor for orders as to whether the resolution may be opposed ^{as to} who should take charge of it and whether it should be discussed in Council.

PD
27.3.16
JH
27.3.16.

JH

JH
28/3/16.

The S.P.I. will take charge.

To Council.

P.
24/3.



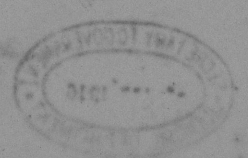
Settles in Council today that we have with him charge of this resolution. [I left them to the P.D. for the file if it does not come in before evening today]

JH
1.4.16.

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Extract from the Proceedings of an Adjourned Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V, Ch. 61.

The Council re-assembled at the Council Chamber, Fort St. George, at 11 a.m. on Thursday, the 6th day of April 1916.

RESOLUTION *RE* IMPROVEMENT OF THE CONDITION OF AIDED ELEMENTARY SCHOOLS.

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(Mr. Srinivasa Sastri.)

has been recently held; but, owing to an unfortunate inadvertence, the subject that I am now bringing up before this Council could not be discussed there. And that makes it necessary for me to place before the Government the views of non-official members, before the Government take action on the proceedings of the conference. There is a certain policy in the matter of aided education that the Government of India have issued. I will first read a few words describing that policy in the words of the Government of India: 'Expansion should be secured by means of board schools except where this is financially impossible, when aided schools under recognised management should be encouraged. Reliance should not be placed on "venture school" unless by subjecting themselves to suitable management and to inspection they earn recognition.' The Madras Government have declared their own policy in regard to this matter in more than one place. But I think it will be most advantageous for me to quote the most recent announcement of that policy from the Financial Statement of 1913-1914. In paragraph 13 the Hon'ble Sir Harold Stuart speaking for the Government said:—'While it is essential to go on opening as many new schools as possible in places where no school exists, we find that it is very desirable to place on a more permanent footing a number of ephemeral teacher-managed schools, many of which are at present almost useless and are established one year and shut the next. We find a widespread desire throughout the Presidency on the part of both teachers and parents that these schools should be taken under board management.'

"While there is no direct opposition between the policy of the Government of India and the policy of the Government of Madras, there is, however, some little disparity which it is my duty to point out to the Council. Under the terms of the policy of the Government of India, there is some room provided for aiding elementary schools. Where financial difficulties stand in the way, the Government of India do approve of aid being given to elementary schools and the old elementary schools being recognised and encouraged. The Government of Madras do not rule out elementary schools, but they do not want their existence to continue. In their announcement of the policy, they dwell so much more on the excellence of the board schools that a reader is apt to go away with the impression that in their opinion these teacher-managed schools or aided elementary schools, to use a more general phrase, have, as far as possible, to be replaced by board schools. I have more than once pointed out in this Council that this may not be a most economical, even if we take it to be the most efficient policy. On this occasion I desire to begin by mentioning a few figures which I think are very relevant to the issue. I hope the Hon'ble Sir Harold Stuart will allow me, without calling me to order, to pay some little regard to the existence of board schools, their condition and their status also, for it is necessary to do so. There are now 26,000 elementary schools for boys in our Presidency—I leave schools for girls out of consideration for being dealt with by the Hon'ble Mr. Narasimha Raju who has consented to second this proposition. Out of these 26,000 schools, 6,000 are under public management. So that there are 20,000 schools left under private management, or what we call aided elementary schools. Of these, 4,500 are under missionary agency and by all accounts they seem to be doing well and nothing need be said about them. Five thousand are under the management of local committees provided by the department or run by wealthy individuals who out of philanthropic motives keep them up. They too are not in a perilous condition and I need not trouble myself about them. The balance consists of 10,500 schools run by people known as teacher-managers; and it is of these the Government of Madras and the Educational Department have rather a poor opinion, and they are desirous of replacing them, as far as possible, by board schools. The replacement of 10,500 teacher-managed schools by board schools is an expensive, slow, and in my opinion inexpedient process. Each board school costs the Government Rs. 300 a year, or possibly Rs. 375; but I may take it to be fair in comparison that each board school costs Rs. 300, whereas at present each aided school costs something like Rs. 60 or Rs. 70. I shall soon suggest means by which the cost to the Government of each aided school may come to Rs. 100. And even if the Government accepted my figure and spent Rs. 100 on each aided school, it will be found that the aided school is much more economical, while it need not be much less efficient than the board school. Besides, in a board school the cost of educating each pupil has been calculated by the Director

RESOLUTION RE IMPROVEMENT OF THE CONDITION OF AIDED
ELEMENTARY SCHOOLS.

The Hon'ble Mr. V. S. SRINIVASA SASTRI:—I beg to move the following resolution:—

'XII. This Council recommends to the Governor in Council that the condition of aided elementary schools be improved by increased grants-in-aid, by the formation of local committees of management wherever necessary and by such other means as may be found suitable.'

"Just three years ago, my Lord, I moved in this Council a resolution dealing with this subject. At that time, my direct suggestion was that a conference of educationists be assembled to discuss that and other subjects. Such a conference

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of Public Instruction to be Rs. 6-3-6. This, however, is not the total cost to the general revenues. The cost on the general revenues is Rs. 5-10-0 out of Rs. 6-3-6. So that the greatest part of the cost of each pupil in these schools falls on the provincial revenues. In an aided school the total cost of educating a pupil is Rs. 4-2-6; and I take this figure from the report of the Director of Public Instruction for the year 1914-1915, and I calculate that out of Rs. 4-2-6 a sum of Rs. 2-5-0 falls on the general revenues. So that, if we are to compare the cost of each pupil in a board school and an aided school, that is how the figures stand. In a board school the Government pay Rs. 5-10-0 to each pupil and in an aided school they pay only Rs. 2-5-0. That is, the cost of a pupil in a board school is two or three times the cost of a pupil in an aided institution.

"What do these aided teachers get? That is the question we have got to ask. The conditions of aid may be described in a few words. Each teacher in an aided school gets a sum of between Rs. 3 and Rs. 4 a month. If he is a trained teacher of an elementary grade he gets Rs. 3-8-0, and if he is of higher grade he gets Rs. 4. But if he has no training he gets only Rs. 3. On each pupil of average attendance, he gets As. 8, but if the pupil is a girl or a *panchama* or a member of the backward class he gets an extra As. 8 on each pupil. Besides, the department allows the inspecting officers to add 50 per cent to the amount so earned in the case of good work done by the aided schools; while on the contrary if bad work is done, there is liability to a reduction of 25 per cent of the total grant. This, in few words, is the system under which our elementary schools are at present aided.

"Taking, roughly, an average school in a village, a teacher would therefore get 12 x Rs. 3-8-0 a month or Rs. 42 a year and about Rs. 16 or Rs. 17 as capitation grant, making a total of Rs. 62. Allowing that he gets Rs. 5 or Rs. 6 by way of school fees, which he is allowed to appropriate for himself, we get a sum of Rs. 70, which is more or less the amount which a teacher in an aided elementary school ordinarily gets. We have to remember that a teacher, when he is under training in one of the training schools, gets a stipend of Rs. 8-8-0, which is a good deal more than what he gets when he goes out after his training to teach in a school. That is a very anomalous position of an aided school teacher. Compare it with what we do for the board school teacher. The board school teacher gets Rs. 5 if he is not trained and Rs. 10 if he is trained, and his pay is liable to increase by Rs. 2, if another teacher is added to the school. Besides, the capitation allowance given in the case of a board school teacher is double what is given in the case of an aided school teacher, i.e., each pupil brings the teacher an allowance of one rupee a year and if the pupil happens to be a girl or a *panchama* or a member of the backward class he or she brings Rs. 2 a year. This difference is one for which I cannot at all account. Why a pupil in an aided school should bring As. 8, while the same pupil if he happens to be in a board school should bring in one rupee—that is a thing that I cannot account for. Besides, in a board school there is no liability to deduction; and therefore there is no prospect of a decrease. It is not in these ways alone that a board school teacher enjoys advantages over an aided school teacher. A board school teacher is helped in various ways, for we know the department practically manages all board schools. If the sub-assistants and the supervisors are most of their time occupied in running these board schools, it is no wonder that these board schools are generally more efficient and are better organised. And upon the whole what we see is they contribute more to the length of the school life of the children than the average aided elementary school does. That is a fact which I think we may grant, although there are those amongst us who have experience of both the sorts of schools and who will be found to hold that, class for class, an aided elementary school cannot be considered to be inferior altogether to a board school. Personally, however, I am prepared to concede that there is something to account for the partiality of the department to the board school as against the aided elementary school.

"There is, your Excellency, another way in which the aided elementary schools suffer, or may suffer—I do not say invariably suffer. If, as in the year 1913-1914, there is a deficiency in the funds allotted to education, it is the aided elementary schools that suffer first. To use the phrase of a former Secretary of State, the lancet in such times is not applied to the place where the blood is full but where there is already a diminution of blood. In that year, there was a deficiency of over one lakh

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in the amount of the funds available and the aided elementary school teachers got a good deal less than they were entitled to. I am, however, glad to acknowledge that next year the Hon'ble Mr. Stone, who has a heart that feels for the elementary school teacher, pleaded hard with the Government and met this deficiency. I am willing to grant, as I said before, that it would be a good thing if steps are taken to secure all these teacher-managed schools under some amount of local influence. Where the Government are going to start village panchayats, I suppose the village panchayats, besides constructing school houses and maintaining them, might be allowed to see that the schoolmaster came regularly and taught as well as he could. In other words, there might be a provision made for a little control locally exercisable over these aided elementary school teachers. Where, however, village panchayats cannot be started, it would, I think, be well for the officers of the department to use their influence in ways that they know,—to apply a gentle pressure such as they know,—and constitute local committees of gentlemen, interested in the well-being of the school so that they might come in occasionally and see that the teacher attended regularly and taught efficiently.

"There is one other point to which I wish to draw the attention of the Council, for that seems to be another thing which seems to require almost an immediate remedy. I spoke of the liability of the aided elementary school teacher to lose 25 per cent of the grant, poor as it is already, if he did what the sub-assistant considered to be bad work throughout the year. There are some figures given in the report of the Director of Public Instruction for the year 1913-14, which are interesting in this connection. As I said before there are 10,500 of these teacher-managed schools. In the year 1913-14, 2,500 of these schools got an extra grant varying from 25 to 50 per cent, for good work done. But the next year—in the latest report—the number of such schools fell to 1,500. Whereas in the year 1913-14 there were 3,500 schools that got a minus grant, to use a compendious expression, that is, the schools suffered a diminution of 25 per cent of the small grant that they earned on account of their unsatisfactory work; this number, instead of diminishing, went up to 4,000 in the next year. If 4,000 teacher-managers earned a diminished grant, that, I think, is a condition to which the Council must pay a little attention. As I said before, if each of the aided elementary school teachers under fairly average conditions can only look forward to an income of Rs. 70 or thereabouts a year, and has further to incur a liability of a reduction of about 25 per cent of his income, that is a thing to make one uneasy. A man may be inefficient, a man may be inattentive, and a man may even be bad; but if he only gets an income of Rs. 70, to try to improve him by cutting that income to the extent of 25 per cent is to apply a very wrong method of correction. We all remember that Lord Curzon some time ago issued an order that the custom of fining small clerks in the Secretariat office might be done away with. It had an excellent effect on the efficiency of the clerical establishment. Those who employ men for daily wages may remember how these labourers say: 'Strike me on my back, master, if you want to, but do not strike me on my belly.' These poor schoolmasters are people whose income is so low that the reduction of even one anna might mean the deprivation of one meal for themselves and their children. I am not pleading for the policemen who often come into collision with the public nor for men who are imprisoned in jail for whom gentle methods may, according to the notion of strict-minded people, be improper; but I am pleading for the poor schoolmasters, men who do nothing but good to their surroundings, men who maintain the noble traditions of teaching, men who are known in the villages as *vadyars*, a term of respect, which is now replaced by the word 'sir.' I remember that, in the year 1913, I raised this very proposition and the Hon'ble Sir Harold Stuart made use of expressions, which I think you all remember, but which still it is well that I should remind the Council of. The Hon'ble Sir Harold Stuart was good enough to say:—

"But we do recognize that these schoolmasters are wretchedly paid. We recognize them as allies in this campaign against illiteracy. My honourable friend may rest assured that the Government will not neglect opportunities to improve their condition and to give them something more nearly resembling a living wage than they receive at present

"The honourable gentleman also said that the increase contemplated in the memorandum of half a rupee per mensem in the salary of the schoolmaster of the elementary school

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was a wretched addition to his income. I quite agree: but it is only making a beginning, and that is for this year only. Next year we will spend more on elementary schools. We may be able to give them another half rupee or even more.

"Your Excellency, to call these schoolmasters as the allies of Government in the campaign against illiteracy and at the same time pay them a wage considerably below the living wage, and further subject that wage to a reduction of 25 per cent is, in my opinion, to put it mildly, entirely incongruous.

"There is one other consideration which I will mention to your Excellency's Government before I resume my seat. It is well known that the sub-assistant inspectors in conference assembled framed their proposals for the year within the very strict financial limitations as the amount of money at their disposal was limited, so that 50 per cent increase on the one hand and 25 per cent decrease on the other was a matter which they had to adjust with the greatest care. I do not attribute any motives to these gentlemen; but I may point out that the people moving within these narrow financial limitations will not find it possible to increase the grant given to any school unless they, at the same time, provided, whether they will it or no, for a decrease in what is to be given to other schools. The gains of some schoolmasters are only made possible by the loss of others. That is a condition of things, which should not, in my opinion, be allowed to continue. I will plead with the Hon'ble Sir Harold Stuart and your Excellency's Government to abolish this system of fining poor schoolmasters to the extent of 25 per cent of their grant.

"There is almost nothing else to say except that I should draw your attention to the fact that I have confined myself solely to boys' schools, leaving girls' schools to be dealt with by the honourable gentleman who is going to second the resolution."

The Hon'ble Mr. C. V. S. NARASIMHA RAJU:—"I feel great pleasure in seconding this proposition. The main reason for bringing forward this resolution is, in my opinion, one of economic consideration. It is a well-known fact that the schools managed by the Government as well as by local bodies are more costly, and the policy of replacing aided schools, which are run at a cheaper cost, by board schools run at an enormous cost has been adopted and a sort of rivalry is going on in the country between aided schools and board schools. Your Excellency may see that the pay of the board school teacher is very much higher than the usual grant which an aided school teacher gets, so much so that wherever it is possible the teacher in an aided school always tries to secure a footing in the board's service and to give up the aided school. Perhaps, this is one of the reasons why so many of the aided schools are ephemeral in their nature.

"Generally, as has been pointed out by the Hon'ble Mr. Srinivasa Sastri, the average income which an aided school teacher gets is about Rs. 60 a year, while on the other hand a teacher in a board school gets a salary of Rs. 96 and if he is a trained man Rs. 120, besides capitation allowance which is generally allowed to trained teachers in board schools. I consider that this rivalry between two systems of schools should not be continued for any length of time. Now, according to the system of the rules in force, whenever a teacher in a board school is sent for training, the stipend for the teacher ought to be paid by the board itself; but on account of the new rule that has come into existence boards are more ready to entertain the services of trained teachers, and therefore all trained teachers are going into the service of the boards and are not starting independent schools. The system of aided schools was very prevalent in the country; but on account of the new policy of converting year after year aided schools into board schools, aided schools are becoming more and more inefficient for want of good teachers.

"As to the cost, I have some figures regarding girls' schools. It appears that 150 girls' schools are maintained by the Government. The cost of these 150 girls' schools is Rs. 2,35,608. The average cost of each girls' school is Rs. 1,209; and the cost of educating each girl in any one of these girls' schools is Rs. 9-8-0. We have got 452 girls' schools maintained by local bodies, which are, to a great extent, assisted by provincial revenues. And the cost of these girls' schools maintained by the local bodies is Rs. 2,05,183: the average cost of each school is Rs. 443 and the cost of educating each girl is Rs. 7-1-0. There are a good number of aided schools for girls in this province and the number of such schools is 777. The provincial

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revenues spent upon these 777 schools is Rs. 2,22,000, and the average cost of each of these schools is only Rs. 208 and the average cost of educating a girl in these schools that falls on the provincial revenues is Rs. 3-8-0. The figures speak plainly for themselves. It is desirable that we should give more and more aid to aided girls' schools and increase the system of aided girls' schools instead of replacing them by the more costly system of board schools. Even in this, I do not think that any suggestion comes from the boards for replacing these schools by the board schools. As far as my experience goes, a Government Order was issued to various district boards to start girls' schools in various places. Invariably in these places there has been one aided girls' school which has been in existence for a number of years and reported to be working satisfactorily. There is always the question of entertaining the same teachers as board teachers or replacing them by trained teachers. Whenever you replace them by trained teachers I think you will be doing a great injustice. If you entertain these teachers perhaps they will not be satisfactory as not possessing the necessary qualifications in the opinion of the educational authorities. If boards and municipalities recommend to Government the conversion of these schools, I can understand the Government converting them. But we know that without consulting the boards previously the Government set apart funds for starting schools in villages where there will be already an efficient aided school working. This is a policy which should not be continued. Before starting any school, the boards should be called upon to express their opinion as to whether they are willing to start any schools in any new areas with the aid of funds which the Government are willing to grant and whether they want to take over any aided schools and convert them into board schools.

"As regards the distribution of grants the Hon'ble Mr. Srinivasa Sastri has dwelt on the way in which it is being done. Regarding the distribution of grants to aided schools, the district educational authorities are given a fixed sum and they are asked to distribute it among a number of aided schools. Now, what they generally do, I believe, is: they solve the equation of three unknown quantities with one definite sum. What I mean is; they have to determine the number of schools that should get the ordinary grants; besides this they have to settle the number of schools that should get the extra grant of 50 or 25 per cent; and they have also to settle the question as to how many of these schools should get a minus grant. That is, practically they will have to solve the equation of three unknown quantities with one definite sum given for the whole district. We cannot expect the educational authorities in the district to discharge their functions to their own satisfaction. Therefore, it is better, in my opinion, that these aided schools should be assured of a fixed grant every year and they should get the grant according to the number of pupils that attend the school. Invariably, all these schools must get a fixed grant. As regards the fixed grant, at present each of the schools is getting on an average only Rs. 3 a month. That is a very low figure. I do not think that even the Government will say that a man of good status and education will come forward for this low wage.

"Now the Government ask the village panchayats to control the construction and maintenance of the school buildings, but they do not say anything as regards the management of these schools. I think it is desirable that at least the management of aided schools should be given to the village panchayats wherever they are coming forward to manage them. In those cases, in my opinion, the settlement of the grant should not be a question as between the sub-assistant inspector and the school teacher, but it should be a question between the sub-assistant inspector or the assistant inspector on the one hand and a number of villagers on the other. That also may be adopted wherever possible. But wherever the village panchayats do not undertake the maintenance of these schools, it may be given to properly constituted committees. I do think that, in every village, there is some desire on the part of the villagers to run schools themselves and in most cases they will come forward to undertake this task and do the work satisfactorily."

The Hon'ble Mr. J. H. STONE:—"Your Excellency, the Hon'ble Mr. Srinivasa Sastri began, I think, by pointing out a discrepancy between the views of the Government of India and the Government of Madras as to the relative merits of board schools and aided schools. I confess I find some difficulty in following the Honourable Member on this particular topic. I do not think that the Government of Madras

(Mr. Stone.)

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are committed, as he seems to think, to any particular action in this matter. We do sometimes take over aided schools and convert them into board schools; at other times, when we have money to spare, we start new board schools. But we are continually increasing the amount of money we give to aided schools. The figures for the last few years are very eloquent of that. In 1912-13 we spent Rs. 11.92 lakhs; in 1913-14 Rs. 13.41 lakhs; and in 1914-15 Rs. 16.51 lakhs. In this sum is included a lakh which the Hon'ble Mr. Srinivasa Sastri has mentioned, it was a late payment on account of the year 1913-14, so that the figure for 1914-15 is actually Rs. 15.51 lakhs or thereabouts. The figure for 1915-16 is Rs. 16.09 lakhs. So that there is a steady and continual increase in the amount that the Government have been giving to aided schools. Thus, I do not think, as I said before, that the Government are very definitely committed to the policy that board schools are to be encouraged at the expense of aided elementary schools,—whatever the policy, the fact remains that the amount given to aided schools has been increasing from year to year. I do not know that I need labour this particular point any further.

"The Honourable Member went on to speak about board schools and aided schools. Board schools are 6,000 in number. And he pointed out that out of the remaining 20,000 schools, 4,500 were managed by missionary bodies, 5,000 by bodies other than teacher-managers and that we had something like 10,500 teacher-managed schools. I think in his speech he was mostly talking about these teacher-managed schools. Though he was talking about aided schools generally, in reality he had this particular kind of aided schools in mind. He contended that the expense of running a board school was a great deal more than that of running an aided school. That is, of course, true. It costs the Government much more to have board schools than to have aided schools. From that, his argument was that it would be more economical for the Government to encourage aided schools than to pursue this policy of increasing the number of board schools. I may say that I was not prepared for this argument upon the terms of this resolution, because the Honourable Member says in his resolution: 'This Council recommends to the Governor in Council that the condition of aided elementary schools be improved by increased grants-in-aid.' I thought that by that he meant that we should give an increased rate of grants-in-aid to aided schools or improve the existing scale of grants. But he introduced another subject for which I was not prepared,—viz., that the Government should extend elementary education rather by increasing the amount given to aided schools and so increasing the number of such schools. Here we come again to the well-worn topic of efficiency. The reason, of course, for encouraging board schools is that we believe that they are the more efficient. We do not say that there are not aided schools which are as efficient as, or more efficient than, board schools. That would be nonsense. But what we do believe is that, so far as teacher-manager schools are concerned, their efficiency on the whole is lower than that of board schools. There again I do not mean that there are not exceptions. But we do mean to say that the teacher-manager schools have, on the whole, a lower degree of efficiency. When it comes to the question of the teacher-manager schools or board schools, preference has been expressed by Sir Alfred Bourne and the Government for board schools on the score of efficiency; while at the same time it is clear, to me at any rate, that whatever preference of the kind we may entertain, it would not exert a very great degree of influence on the existing state of things, for the simple reason that the Government have not money at present for increasing the total amount to be spent on aided education. We are not likely in the immediate future to establish new board schools in any number.

"I am trying to follow the Honourable Member so far as I can through the various topics he has gone through. He drew a harrowing picture of the sad state of the aided school teacher. The aided school teacher gets from Rs. 3 to Rs. 4 a year besides As. 8 or more in exceptional cases, for each pupil. His average grant does work up to Rs. 58; but that is not his salary. The very essential idea of an aided school teacher is that the grant that is given to him is not his salary. The grant is a grant to an aided school teacher. A man sets up a school where he likes, runs it as he likes, and even if he runs it at a small degree of efficiency, we recognize it and we give him a grant. So that there is a difference between that and the case of a teacher who is employed by a public body as such and is paid a regular salary. With regard to the case of the aided school teacher we give him this grant and allow him

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to collect what fees he can. We do not know what he collects in fees. To say that his income is only Rs. 70, the grant being Rs. 58, is to make a statement which is certainly not susceptible of proof. I think the ordinary aided school teacher gets a good deal more than that. He gets more than Rs. 70, but how much more I cannot say. It is extremely probable that the average that an aided school teacher gets is Rs. 10 a month instead of Rs. 7 as the Honourable member has estimated.

"Another point to be remembered is that the teachers of an aided school supplement their income by doing other things than teaching. Some of them are postmasters and others put their erudition to account by writing the letters of the villagers. I have been told by the chairman of a municipality,—he is also the President of a taluk board,—that the board school teachers under him pursue all kinds of avocations. He made it a subject of complaint, that they were doing various other things; some of them wanted to set up grocers' shops in connection with their schools and spent more time in the shops than in the schools. If all this is done in a board school, which is supposed to be under better supervision, then in an aided school it might be supposed that the teachers do have opportunities to add to their income. I do not mean to say that I am satisfied with the conditions of the aided school teacher,—I hope we shall improve it. Similarly as regards the policy of establishing board schools rather than improving and increasing the number of aided schools, which practically means the teacher-manager schools, I am quite willing to say that I have an open mind. If in my time there should be a greater amount of funds available for elementary education than there is at present, I am prepared to consider with an open mind what will be the best way of using such funds,—whether to increase the rate of grants to aided institutions or to use them in providing a greater number of board schools. I do not think that the matter is settled now by any means.

"One other point I should like to refer to. The Honourable Member spoke of the deficiency in 1913-14 and said that I pleaded hard with the Government—or some thing equivalent to that—that I pleaded hard with the Government for the deficiency being made up. I should just like to say that, in so far as the expression implies any unwillingness on the part of the Government, it is doing them scant justice. I do not think I had ever to plead hard with Government for help in this matter. The Government met me in the most generous possible spirit as they had done in previous years in similar cases.

"The next point I should like to refer to is the Hon'ble Mr. Srinivasa Sastri's statement about the village panchayats managing the schools. I am prepared to encourage that system; but I see great difficulties in doing it. These being teacher-manager schools, I do not see how you are going to compel the teacher-manager to hand over his school, of which he is the proprietor and out of which he makes such living as he can, to some committee of management? If he is willing to do it, so much the better. If the villagers are willing to form a committee and to start a school, I do not think anybody will have the smallest desire to prevent it. But I have not come across any instance of any inclination of that sort. One little point I should like to mention. I remember that a few years ago in the Kalyandrug taluk in the Anantapur district certain co-operative associations approached me and said: 'Can we take over the teacher-manager schools? Will you give the grant to us instead of to the teacher?' It seemed to me to be a very promising move. I said 'Yes, by all means.' Sixteen schools were actually taken over by these co-operative associations and we gave the grant to these co-operative societies. I am sorry to say that that particular experiment in co-operative management of schools was an entire failure, because next year these schools appeared under 'teacher-manager schools,' and it was only for one year these co-operative associations were able to carry on these schools. I do not wish to prove thereby that the management of schools by villagers is an impossibility. But I merely suggest that the thing is not so simple as might be supposed. I may say in addition that we always try to get proprietors of secondary schools to form committees and we find great difficulties in getting them to do so. If you find difficulties in connection with the proprietors of aided secondary schools, there will be still greater difficulties with the proprietors of aided elementary schools. So far as the management of the schools by villagers themselves instead of by teacher-managers is concerned, no one will have anything but complete approval for it.

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"Another point still. The Honourable mover said that sub-assistant inspectors or inspecting officers in their conferences had to settle the grants under financial limitations. I think he must have alluded to what took place at the end of last year when there was financial stringency and when I had to tell them to keep down the grants to elementary schools. The conferences were, as a matter of fact, told that they must not make the total grant for the districts exceed the amount for last year, and they were thus far tied down. They sent in their proposals under these limitations. But, subsequently, that policy was reversed. As a matter of fact, the grants were paid in full, the Government again coming forward to make up the deficiency because, as has been said more than once, the Government considered the payment of elementary school grants in full as almost the first charge on educational funds.

"I will now come to what the Hon'ble Mr. Narasimha Raju said. One point interested me. That is, he complained that the teacher-manager schools are being denuded of trained teachers, the latter being taken over to the board schools. That is, no doubt, to some extent, true. But I do not think that the end of a teacher-manager school is accounted for by this fact. A school which had a trained teacher does not cease to exist merely by the trained teacher being attracted to the board school. Such teachers are always replaced by unqualified or less qualified teachers. The more stable schools are those who send their teachers for training. It does not however follow that the fact of a man going up for training, on his return joining a board school generally ends in the aided school being closed down. However, that is a matter which I am quite prepared to look into.

"Then with regard to girls' schools, it is perfectly true that the Government schools are very costly. All girls' education in this Presidency is very costly, very largely because the people do not pay fees to any extent. The cost of the Government schools is partly due to the fact that they go up to higher standards than most schools under local boards' management and aided schools. I do not mean that this altogether accounts for the greater cost. I am quite prepared to see local boards take a large part in providing girls' schools; and I am quite prepared to prefer local board management in villages and small towns to Government management of girls' schools. As regards the cost of aided schools, a good deal of it is met by mission bodies. There are far more aided mission girls' schools than any other kind. Therefore, the cost of aided schools for girls is small. It is said that on this ground aided girls' schools should be encouraged. I do not think you will solve the problem of girls' education in that way. If mission societies are able to start more girls' schools and in that way the number of girls' schools increases, so much the better. There is not so much tendency shown for aided schools of any other kind. I do not say that there is none such, but I do not think that there is any great indication that we shall have very many aided schools for girls other than mission schools.

"There is one other point which I should like to mention. In this Presidency there is something of a tendency in local boards, in their eagerness to have girls' schools to start them in direct opposition to mission schools. Whatever justification there may be for this upon other grounds, it cannot be said to conduce to economy. That is all I think I have to say on this resolution."

The Hon'ble the Rev. G. PITTENDRIGH :—"Your Excellency, I should like, first of all, to say that I have listened with singular satisfaction to the speeches that have been delivered on this subject. I should like to congratulate the Honourable mover of the resolution on the admirable speech that he has delivered. It is impossible to listen to the Hon'ble Mr. Stone, without feeling that he has shown a considerable measure of sympathy with the arguments advanced by the Hon'ble Mr. Srinivasa Sastri. The feature which has pleased me so much in this discussion is that some of us have in the past felt that our voice was the voice of one crying in the wilderness, and that we did not have that support for aided education that we felt that aided education should receive. Now certainly that has not been proved to be the case today. Both the Honourable mover and the seconder of the resolution spoke most strongly for aided education as distinguished from board education. Last year during the budget discussion, I took occasion to point out that Government education was extremely costly as compared with aided education, for pupils in a Government secondary school

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cost the Government ten times the amount that the pupils in an aided school cost, i.e., every pupil in a Government secondary school costs ten times the amount that a pupil of an aided secondary school costs them; that in primary schools, every pupil costs the Government five times the cost of a pupil in an aided primary school. That does not hold true to any like the same extent in the board schools as compared with aided schools. There is little doubt—I have not actually looked into the figures—that every boy in a board school costs the Government twice as much as in an aided school. The whole question that arises, therefore, is whether encouragement to board education is justifiable under these circumstances, unless the efficiency of board schools is so very marked as to justify it. That, however, is a matter of opinion. If one listens to the opinion of the Director of Public Instruction only, one would think that the education in a board school is more efficient than the education imparted in a teacher-manager school. But the Hon'ble Mr. Srinivasa Sastri with considerable knowledge of these schools is somewhat doubtful of that opinion. Well, as I say, it is a matter of opinion. But at all events the superiority of the board school is not by any means so marked as to justify double the expenditure, perhaps even three times the expenditure, that is incurred on aided schools.

"One feature in the Hon'ble Mr. Srinivasa Sastri's speech was his suggestion that the teacher-manager schools might be placed under some kind of committee which would look after the education in the school and improve its condition. I was glad to notice that the Hon'ble Mr. Stone was perfectly prepared to accept the suggestion. But it seems to me it will be extremely difficult to get committees of this kind to take charge of these tiny schools. What, however, I would like the Government to say, is that aided education will receive the utmost encouragement that they can possibly give. I am perfectly certain that aided education, if properly encouraged, will attain a degree of efficiency equal to that of the board schools. And if Government will make this declaration with the utmost clearness that in every way possible aided education will be encouraged and that if committees are forthcoming they will gladly accept them, I am sure that those interested in education will be greatly encouraged to do what they can to advance the cause of education in this Presidency by this particular method."

The Hon'ble Mr. K. R. V. KRISHNA RAO :—"Your Excellency, this resolution requests the Government that aided education should be helped by the Government with adequate grants. It has been said that the average cost of a pupil in a board school is Rs. 6-3-6 and the cost that the provincial Government contributes towards a pupil educated in a board school is Rs. 5-10-0 as against Rs. 2-5-0 contributed to a pupil educated in an aided school. Thus the amount of money which the Government have been contributing in the shape of grants to students educated in board schools is Rs. 3-5-0 more than what they are contributing for students educated in aided schools. It may be true that certain aided schools may not come up to the standard of efficiency in board schools. But out of 26,000 elementary schools in this Presidency, there appear to be only 10,500 schools which are under private management known as teacher-manager schools and which the Government think are ephemeral. These schools are practically not only without an adequate help or grant from the Government but are also made to suffer by a great deal of minus grant, i.e., the 25 per cent of the grant being cut down as has been shown by the Honourable mover of the resolution.

"My Lord, it has been brought before the Council time after time that the Government should pay greater attention to the starting of new schools and also to the expansion of education than to the improving and securing of efficiency. Unless the Government in one way or another encourage private enterprise and these aided schools, it may not be possible for the Government to find a sufficient amount of money to provide these board schools with help in the shape of grants. The only result of the present policy would be that, for the sake of efficiency, these aided schools will be starved, private effort will not be given adequate encouragement, there will be little or no diffusion of education, the charge upon the Government will become very heavy and the Government may not be able to provide these schools with grants that are necessary. And all these 10,500 schools may, in course of time, be closed if the present policy of cutting down the grants or giving insufficient grants is followed.

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"My Lord, the only justification for cutting down the grants to some schools is that these schools are not being properly managed, that they are not efficient, and that they do not come up to a particular standard. Instead of these schools being encouraged to work much better, and instead of the teachers being provided with better encouragement, if these grants are to be cut down, in course of time the schools themselves will be closed and there will be no such thing as private effort hereafter. This resolution proposes that, in cases where schools are managed by local committees constituted, the Government may liberally help them with grants. The management by a local committee will be a sufficient guarantee as to the character of the school as also to the stability and the working of the school. In such cases, I do not see any harm in the Government undertaking to give them an increased grant and thus encouraging private effort.

"My Lord, it is said by the Honourable the Director of Public Instruction that many of these teachers in aided schools take to other duties and neglect their schools. It is because these people are not properly paid and their grants are being, time after time, cut down that they are obliged to take to other methods, which no doubt seem profitable for earning their livelihood. Whatever that may be, since it is desirable, in the interests of elementary education, that aided schools should be encouraged as far as possible and that private effort should be encouraged, I strongly urge upon the attention of the Government to improve elementary education by giving increased grants-in-aid to such elementary schools as may be managed by local committees formed in their respective villages. If village panchayats are formed and the management of these schools is looked after by these village panchayats, or if co-operative societies or private bodies undertake to manage these schools, it may be conceded that these schools will be better looked after than they are when left to teachers themselves. If schools are managed by committees they will be better in their efficiency and in their work than these teacher-manager schools. It may be possible that many of these teacher-manager schools may be converted into schools managed by committees formed. And it may also be possible that all these schools may be converted into properly managed institutions when looked after by these committees. If the Government are prepared to give them increased grants and give such schools encouragement, it is possible that all these schools may, in course of time, come under the management of local committees, and private effort may also be stimulated to a great extent in opening new elementary schools.

"I, therefore, strongly support the resolution and hope that the Government, so far as the terms of the resolution go, may have no difficulty in accepting this resolution, because the Honourable the Director of Public Instruction has just now said that there will be no difficulty in allowing the schools to be managed by local committees if any committee comes into existence and undertakes the management of such elementary schools and that this Government are not opposed to the encouragement of aided education. Under these conditions, I think the Government will have no objection to accept this resolution and give adequate support to private enterprise. With these words, I heartily support the resolution."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO :—"I am not quite sure whether the Hon'ble Mr. Stone is opposing this resolution or whether he is supporting the resolution."

The Hon'ble Mr. J. H. STONE (interrupting) :—"Your Excellency, may I answer that question? I am instructed to oppose the resolution, merely because of the financial provision in the resolution which says: 'This Council recommends to the Governor in Council that the condition of aided elementary schools be improved by increased grants in aid.' If this resolution is accepted, it must mean that I make a promise on behalf of Government of increased grants-in-aid which it is not possible for the Government to make."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO (continuing) :—"After this explanation I can quite understand the attitude taken up by the Honourable Member. When he answered the Hon'ble Mr. Srinivasa Sastri, he gave us an impression that he was in considerable sympathy with everything that the Hon'ble Mr. Srinivasa Sastri said. The Hon'ble Mr. Srinivasa Sastri pleaded for increased

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grants. The Hon'ble Mr. Stone quoted figures to show that the Government were doing the same thing and the grants for the year 1912-13 were greater than those of the previous year and the same was the case in successive years. It seems to me, therefore, that the recommendation that grants-in-aid to aided elementary schools should be increased practically amounts to what the Government have been endeavouring to do. I do not see, under these circumstances, what objection there can be for the acceptance of this resolution. The disparity between aided elementary schools and board schools came up very forcibly in connection with the recent deliberations of the Educational Conference. My honourable friend Mr. Srinivasa Sastri tried to bring this matter up for discussion at the Conference. And it was a matter for extreme regret that this question could not be considered in all its aspects under the terms of reference. I trust that, under the circumstances stated, this continual disparity between aided schools and board schools will be removed.

"On the general question, the Hon'ble Mr. Stone said that he had had an open mind,—that the Government had an open mind,—as to whether their policy should be to encourage board education or aided education and that the present position did not commit the Government to any definite policy on that matter. It is a matter for satisfaction that that statement has been made. In the matter of the formation of committees with reference to aided institutions the Hon'ble Mr. Stone said that he saw no objection to the formation of committees, though one of the points on which insistence was made was that attempts should be made to bring into existence committees where aided schools are working. All that the Hon'ble Mr. Stone said essentially goes to support the resolution; but simply because there is a clause in the resolution that the Government should give increased grants-in-aid, it has been opposed and could not be accepted. It would really be in furtherance of education in this Presidency if this resolution were accepted."

The Hon'ble Mr. A. S. KRISHNA RAO :—"I am really at a loss to find any substantial difference between the honourable mover and the Honourable the Director of Public Instruction. It might be that, in several cases, one is not in agreement with all the views put forward in support of a resolution. But when there is a substantial agreement as regards the main principle of the resolution, it is but fair to accept the resolution. In this case, it has been conceded that there is no intention of not liberally treating aided schools. It has also been conceded that there is every intention of co-operating in the matter of appointing local committees. These are the two main principles underlying the resolution and when these two main principles are accepted, the details having to be worked out later, I cannot fancy or imagine why this resolution should not meet with the acceptance of the Government. I am aware that in the constitution of local committees, there are several difficulties which have to be contended against and which have to be carefully considered. We have to take into consideration the willingness or otherwise of the teacher-managers of the schools to hand over the management of their schools to local committees; we have to consider the possibility of having local committees that are to exercise control over these schools; but so far as the desirability of introducing the reform is concerned, there cannot possibly be two opinions in the matter.

"Incidentally a point has been raised as to the relative efficiency or the relative merits of the aided schools on the one hand and the board schools on the other, though, I believe, that is not necessary nor directly relevant to the matter under discussion. It may be conceded that there might be cases of aided schools which are certainly superior to board schools; it may be conceded that some of the board schools are not going on as satisfactorily as they ought to be; but taking all the schools on the average, there can be no difference of opinion that board schools are doing better than teacher-manager schools, making allowance for exceptions here and there. But if, according to the scheme suggested, local committees of management are appointed for the management of schools, I have no doubt that it will create a substantial difference. That is why, I believe, the honourable mover has asked for improvement of elementary education not only by increased grants-in-aid but also by the appointment of local committees. There will then be the guarantee that the

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teacher-manager will not be allowed to do as he likes or to neglect his legitimate pursuits and that he will do his proper duty at the school. If both these reforms are taken hand in hand, there will be no ground for complaint that education in aided schools is, in any way, inferior to the education in board schools.

"Before I sit down, I find it necessary to make reference to one statement made by the Hon'ble Mr. Stone. There was a tendency, he said, on the part of the boards to start girls' schools in opposition to mission schools, and that that was not a correct position to take. I do not know if that statement is based upon actual facts. I would make this statement: if a board is in a position to start schools, that is a circumstance which should be encouraged rather than discouraged. I do not think that, under the present condition of education in this country, any number of additional schools for girls will be too many. If you only take into consideration that girls' education is in a backward condition and that it has not made sufficient progress, it must be conceded that any number of girls' schools under these circumstances can be allowed to be started, if private persons are willing to start schools in larger numbers. Therefore to assert that simply because in a place there are mission schools, therefore boards should not start girls' schools is a point to be deprecated. On the other hand, you will see that it is a matter to be encouraged. I do not, for a moment, suggest that girls' schools should be started merely in opposition to mission schools. There must be a certain amount of healthy rivalry between schools; but they should not be started merely in a spirit of opposition. I am called upon to make this statement, in view of what the Honourable the Director of Public Instruction has stated."

His Excellency the PRESIDENT:—"I think the Council would like to adjourn, as this debate is not likely to be finished just now."

At this stage the Council adjourned for a short interval and re-assembled at 3 p.m.

The Hon'ble Rao Bahadur A. SUBBARAYALU REDDIYAR:—"In supporting this resolution I have one observation to make. From my experience I am in a position to state that these teacher-manager schools are as a rule less efficient than board schools. Besides that, the teacher-manager schools are, some of them at least, not *bona fide* schools. It seems to me that the way to make the teacher-manager schools more efficient and the way to minimise the fraud that they seem to practise is to encourage them by increased grants, and to form committees, wherever it is feasible to supervise their work. It seems to me there is greater need than ever to help these teacher-manager schools by encouraging them with increased grants and forming committees, because we find that as a matter of fact for some years to come at least there is no chance of new elementary board schools being opened."

The Hon'ble Diwan Bahadur P. RAJAGOPALA ACHARIYAR:—"With your Excellency's permission I wish to say a few words to amplify what the Hon'ble Mr. Stone has said in regard to the attitude of the Government in this matter. We are by no means committed to any policy of preferring Government or board schools as against aided schools. We are quite neutral in the matter. We are anxious to develop schools of all classes. There is ample room for schools of all classes. As the Hon'ble Mr. Stone has said, why we are unable to accept the resolution in this particular form is that it proposes an increase in grants-in-aid and consequently an increase of expenditure, when we are by no means certain that we shall have the funds necessary for carrying out that policy. I would suggest to the Hon'ble Mr. Srinivasa Sastri that he may be content with this assurance and also with the discussion which has taken place on the subject and leave it to the Department of Public Instruction to pursue the policy which is best in the interests of education. I hope he will see my point.

"There is only one other thing and that is in regard to local committees of management. The department is entirely at one with the Honourable Member in the view that a committee of management is better than a single teacher-manager of a school. But as the Hon'ble Mr. Stone has pointed out, we cannot compel a teacher-manager to make way for a committee. A great deal will depend upon local effort; and if I may respectfully point out to the Hon'ble Mr. Srinivasa Sastri and

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other Members, I do not see why non-official gentlemen should not interest themselves in this matter and as they go about the country, they can preach the advantages of school committees to take up the work of the teacher-manager. Nothing would give greater pleasure to the Hon'ble Mr. Stone and the Department than to see them doing it. But as a matter of fact we have no means of forcing the pace or compelling the teacher-manager to make way for a local committee. It all depends upon local effort. We have so many conferences all over the country; and this is a point which may with advantage be taken up by the conferences and they can do a great deal in this direction. I would make that suggestion and I hope that, after what I have said, the honourable mover will see that no useful purpose will be served by pursuing the discussion of this resolution."

The Hon'ble Rao Bahadur B. NARASIMHESWARA SARMA:—"Your Excellency, we are extremely thankful to the Hon'ble Mr. Stone and the Hon'ble Mr. Rajagopala Achariyar for the assurance they have given us in behalf of the Government—that the Government are not committed to any policy of preference of board schools to aided schools. What some of us desire is that the Government may be a little more active in their sympathy towards aided education; and far from being neutral in the matter of preference, they may even go so far as to encourage aided education. That seems to have been the policy which has been steadily pursued until recent years at a comparatively low cost. But the reversion to other methods is calculated to retard expansion and embark the Government upon a very expensive policy which, when results are compared, would not justify such enormous expenditure. A good deal has been said as to the relative cost of Government, board, and aided school education. But the figures that are mentioned may not convey to us, in any definite shape, what the correct results would be. Therefore, with the leave of the Council I would beg to point out that, whereas—I take the figures for 1911-12—with an expenditure of Rs. 11 lakhs from Provincial revenues, with Rs. 9 lakhs from local fund resources, and a total expenditure of Rs. 31 lakhs from public funds this Presidency has been able to educate 987,000 pupils in primary schools, Bombay has had to spend Rs. 70 lakhs from public funds on the education of only 637,000 pupils, chiefly because the public schools in the Bombay Presidency are much more numerous than in Madras. The expenditure on public schools in Bombay and on schools under public management was in the year 1911-12 Rs. 42 lakhs as against Rs. 30 lakhs in Madras. There there is only Rs. 6 lakhs given towards aided education as against Rs. 21 lakhs in Madras. So the result is with an expenditure of Rs. 50 lakhs as against Rs. 37 lakhs, the results produced in Bombay were far inferior in the matter of the expansion of education to the results in Madras. And the same may be said of Bengal also. On schools under public management Bengal spends Rs. 135 lakhs as against Rs. 24 lakhs on aided schools and there are 36,000 schools with more than one million boys in primary classes. Therefore the embarkation on any policy of direct and indirect encouragement to board school education is calculated to land the Government in expense which cannot be justified by results.

"With regard to the question of classes, I find from the quinquennial report for 1911-12 that there does not seem to be much disparity between Bombay and Madras in that respect. Because I find that the number of boys in the three divisions of the primary stages of instruction A, B and C, in the year 1911-12 was 836,000 as against 930,000 in Madras; and in Bombay it was 636,000 out of 672,000. There do not seem to be any more pupils in the higher grades in Bombay notwithstanding the fact that there are more schools there under public management than in Madras. Therefore, we cannot see that there is any very great difference between aided education and education in board schools. Whether we look to the total cost, the expansion of education or the practical efficiency taken over a long period of time, I think there does not seem to be much room for preference. Judging from the results of former years I cannot help thinking that aided schools compare very favourably with board schools. It may be owing to discouragement—I will not say discouragement, but I will say—owing to want of encouragement aided schools in recent years may have fallen in quality as compared with board schools. I am not prepared to contradict what the Hon'ble Mr. Subbarayalu Reddiyar said; but whatever slight deficiency there may be in efficiency, I do not think that would account or compensate for the enormous difference in the cost of these two kinds of schools.

RESOLUTION RE IMPROVEMENT OF THE CONDITION OF AIDED ELEMENTARY SCHOOLS.

(Mr. Narasimheswara Sarma; Mr. Chidambaranatha
Mudaliyar.)

[6TH APRIL 1916.]

"Then, my Lord, the practical question, therefore, is as to whether the Hon'ble Mr. Srinivasa Sastri was not justified in asking for larger grants to aided schools, having regard to the recent policy of the Government. I find on page 8 of the last Administration Report on Public Instruction for the year 1914-15 this sentence 'Out of the increase of nearly Rs. 5 lakhs which was, to a large extent, met, as usual, from public funds, about Rs. 2 lakhs was spent on board schools and more than Rs. 2.5 lakhs as teaching grants to aided elementary schools.' The distribution was equal. We have been told that the proportion of board schools to aided schools is about 20, and Rs. 4 lakhs have been apportioned equally. That would, therefore, amply justify the apprehension that, in practice, the tendency has been, to encourage board schools—not by discouraging aided schools directly, but in effect doing so by means of large grants for board schools. Some of us here who were trained in aided schools are grateful to the teachers who trained us. Your Excellency will see that in those days grants which school masters were receiving, were handsome and there was practical encouragement which cannot be possible now, because education has expanded so enormously that the same amount of grant cannot be given to school masters; but at the same time the grant to aided schools has been cut down unduly. What is wanted is to make the teachers put more heart into their work; and the only way of doing it is by actually encouraging them. In view of the keen desire the Government have for the expansion of education as shown by the steps they have taken to put board education on an efficient basis, the same steps may have to be taken to put aided schools on a sound basis, so that the principal feature of education in Madras should be that it should be in the hands of private managers, that is, private hands rather than under public management. That is the only way of solving the possibility of rapid expansion of elementary education.

"With regard to school committees, we welcome the Government co-operation with any persons, who may interest themselves in the formation of a school committee. But may we suggest, sir, that such co-operation would be welcomed and be practically useful, if the Government should show in a definite way some recognition of these school committees, by saying that instead of 25 per cent they would give 37½ per cent grant, if the school master submitted himself to the disciplinary control of the committee. There will then be an easy solution of the problem. But if he is to get only 25 per cent whether he runs the school himself or places himself under the control of the committee, I do not see any reason why he should put himself under anybody's control. Therefore, some encouragement should be given to a teacher to put himself under the control of a school committee in the manner in which I have suggested. The Government may say that they are not only not committed to any definite policy but they are committed to a policy of encouraging aided education; and I want them to be more active in that respect, because the consequences otherwise will be disastrous from the financial point of view. Taking that policy in view, they should do everything they can to increase their grants towards aided education."

The Hon'ble Mr. K. CHIDAMBARANATHA MUDALIYAR :—"Your Excellency, from the reply of the Hon'ble Mr. Stone, I gather that this resolution has nothing to do with the extension of elementary education. But I submit that if it has to do anything at all it has a great deal to do with the extension of elementary education. If the conditions of the existing schools are improved and their status bettered, it will certainly be an incentive to an increase in the number of schools under the aided system. This system of aided schools in this province has had a peculiarly favourable development; and I believe that the Government will be well advised in improving and encouraging the growth of schools under this system. Even with some more grants-in-aid, even with some expenditure on these aided schools they are bound to be much cheaper than the board schools which the Government are endeavouring to encourage. I clearly see that the Hon'ble Mr. Stone attaches more importance to the efficiency that he sees in these board schools. But so far as the control over these board schools is concerned, I practically find little or no distinction. They come practically under the same departmental control, except in point of finance. The same degree of efficiency can well be safeguarded through the department and the departmental officers in the case of aided schools. There is, no doubt,

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that if education is really to spread at all, this sort of encouragement to aided schools will be indispensable; and in my opinion this will, in the long run, make education cheaper and accelerate the pace at which education spreads, and on the whole it would do well to make education more economical. If only help is always given in the way of finance, these aided schools are bound to spread faster and faster and make us reach the goal of wider education earlier than we can manage through these board schools alone. Efficiency can well be secured through the close departmental control we have, if only a little more financial support is safeguarded to them by the Government.

"As regards the entrusting of these schools to committees of management I think even there the question of a little more financial aid would leave us in a better condition than what the Hon'ble Mr. Stone has pictured to us from his experience of the Anantapur district. There is no doubt that managers of aided schools have now to spend a great deal more perhaps than it is necessary or desirable, with the vast sympathy and support we have at the hands of the Government, but only we should get that sympathy and support better regulated. With these remarks, I would earnestly recommend to the sympathetic consideration of the Government the acceptance of this resolution in the hope and confidence that it would certainly contribute to accelerate the pace at which we can spread education and make it also, at the same time, more economical and yet none the less efficient."

His Excellency the PRESIDENT :—"I wish to draw the attention of the Council to the fact that we have 17 resolutions more to discuss; and we have been discussing this particular resolution since a quarter to one and it is really in the interests of the reputation of the Council as a business assembly that we should have a point to our procedure. Two Honourable gentlemen, speaking for the Government, have replied on the resolution; and I have to invite the Honourable gentleman in charge of the motion, if he sees his way, to declare his attitude upon it, so that the Council, as a whole, may come to a decision in regard to it and proceed to the next business."

The Hon'ble Mr. V. S. SRINIVASA SASTRI :—"Your Excellency, I heard with no small amount of pleasure the declaration by the Honourable the Director of Public Instruction of the attitude of the Government in this matter, which, he said, was one of non-committal to any definite policy. In these circumstances, I believe I shall be justified in accepting the invitation of the Hon'ble Mr. Rajagopala Achariyar to withdraw the resolution. But there are one or two small matters which I would mention to the Council before doing so. The Hon'ble Mr. Stone, in speaking of the total emoluments of the schoolmaster, which, owing to some mistake, I seem to have described as salary, spoke of its being eked out in various ways, besides the money that the Government put into his hands. I do not know whether he mentioned that fact with approval or disapproval. He seemed rather to think that that was a satisfactory state of things. If that was his attitude, I humbly beg to differ from him, because it seems to me that it should not be made necessary for a schoolmaster to do other work in order to eke out his livelihood.

"The Hon'ble Mr. Stone has also mentioned that during the last three or four years Government have been steadily increasing the amount given as aid to elementary schools. I do not dispute that statement. In fact, the Government have recently increased the stipendiary grants and for that reason they have been obliged to increase the grant. But my whole point is this: the teacher should be guaranteed more or less a position of competence in his village school. If he is encouraged to put forward a sum in the neighbourhood of Rs. 100, he will keep his school in an efficient condition, subject to any terms as to management by committees that the Government may recommend. To this end, it would be necessary to lay down that the teaching grants should be not less than Rs. 5 and the capitation grant should be the same as the capitation allowance which hitherto has been allowed in board schools. I am further obliged to mention that the Hon'ble Mr. Stone has paid no attention in his speech to the special grievance that I mentioned, that is, about what I call the minus grant. That is a very harsh provision which is not necessary, and I would plead strongly with the Government once more that that should be abolished. But if it is

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not possible for the Hon'ble Mr. Stone to give me a promise to abolish it, I hope he will at least look into the matter and see that his sub-assistants and supervisors do not recommend a reduction of grant, right and left.

"As to these committees of management, I do not think it is difficult in the present times to evoke such local assistance in the conduct of these schools. When we place these teachers by increased grants in a position of competence, they will be willing to seek the assistance of local friends, who will give the school the guarantee, which the department will be justified in exacting. I am quite prepared to accept the invitation that has been issued that they should assist in the starting of these village schools. That is a work which is cast as much on the non-officials as it is cast on the Government officers.

"There is only one other thing, your Excellency, I would mention before I withdraw my resolution; that is I hope that the Hon'ble Mr. Stone or any one who is responsible for education will not lay too much emphasis on the mere meaning of the word "aid" that we all use. The word aid denotes that there should be local aid. The 1854 despatch says that when aid is given, the primary object is to evoke local combination and local effort and consequently there will be something to aid the proprietor or the manager who is aided to put a little of his money. These two conditions are such difficult conditions that it is impossible to expect them to be fulfilled in the case of elementary schools. From the very beginning the Government have relaxed the very strict definition of "aid" and only imposed as a condition on these schools, that they must submit to recognition and departmental inspection so that the strict criterion now set up would probably hamper the growth of education, and in the sphere of elementary education at least, it is impossible now to set this up. Then in the case of elementary education, as the Hon'ble Mr. Stone has said, we have been obliged to countenance the system of a large number of proprietary schools. They are fast ceasing to be, every single proprietor being now compelled to put his school under a committee more or less. Your Excellency, I am on the whole satisfied with the statement made on behalf of the Government because I realise that any increase of expenditure is just now difficult to get from the Government. I consent to withdraw this resolution."

With the permission of His Excellency the President, the resolution was then withdrawn.

C. G. TODHUNTER,
Acting Secretary to Government, Legislative Dept.

Edl Deptt
An extract from the Proc. of the Leg. Council has been added on the file. Submitted that no further action is called for on the resolution which was withdrawn. A draft order recording the papers is submitted for approval.

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21-6-16

READ AGAIN G.O. No., dated 191

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READ ALSO:—

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

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191

ORDER.

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No. 686 Edl mino 27 22.6.16, dated 191

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STATEMENT WITH DETTO.

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