

Government of Madras
HOME DEPARTMENT (EDUCATION).

G.O. No. 1210, 19th September 1917

Secondary Schools

Recording papers relating to the establishment of hostels for — and the opening of
additional —.

N. P.

N. P.

ORIGINAL.

Government of Madras

HOME DEPARTMENT (EDUCATION).

G.O. No. 1210, 19th September 1917

Secondary Schools

Recording papers relating to the establishment of hostels for — and the opening of additional —

READ—the following paper :—

Papers relating to the establishment of hostels for secondary schools and the opening of additional secondary schools.

Order—No. 1210, Home (Education), dated 19th September 1917.

Recorded.

(True extract)

R. RAMACHANDRA RAO,
Secretary to Government.

NOTES CONNECTED WITH G.O. No. 1210, HOME (EDUCATION),
DATED 19TH SEPTEMBER 1917

[SUBJECT.—*Establishment of hostels and additional secondary schools.*]

Demi-official—from the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., Member of Council.

To—the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Avargal, Secretary to Government, Home (Education) Department.

Dated—Ootacamund, the 15th May 1917.

I enclose a letter from the Director of Public Instruction on the subject of hostels for schools. The conversation which I had with Mr. Stone had reference mainly to the financial aspect of the matter and his suggestions of course have first to be considered in the Educational Department. Will you kindly circulate the file to me when it is ready for disposal?

ENCLOSURE

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

To—the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., Member of Council.

Dated—Ootacamund, the 13th May 1917.

No.—C. 22.

You asked me some time ago to consider the question of a more general provision of hostels for schools. Of course there is need for increased provision for colleges too both in Madras and elsewhere, but as the younger the boys who live away from home the more, presumably, they want looking after, I propose to confine myself now to secondary schools. The number of boys living away from home to attend elementary schools must be negligible.

2. In our inspection report form we have a table showing what number of boys live with their parents or with near relatives or guardians, in recognized hostels, and elsewhere, and it may be taken that all in the last class would be the better for hostel accommodation. The total number in complete secondary schools, i.e., that go up to the sixth form, is 6,083, and they are found in all kinds of schools—Government, Board, Municipal and Aided. I have not had the number in incomplete secondary schools counted. These mainly serve local needs and speaking generally contain a decidedly smaller proportion of boys in need of hostel accommodation. If any scheme for hostel extension is to be framed, I should be inclined in the first place to confine it to complete secondary schools.

3. I can give a rough idea of what such a scheme would cost. A hostel is being built at Anantapur which is not only a good building but as regards cost compares favourably with other building schemes put forward by public and private managers. It works out to Rs. 773 per student to be accommodated. To similarly accommodate the 6,083 students mentioned above would cost therefore Rs. 47,02,159. Of course while this money was being spent the number needing hostel accommodation would almost certainly rise, schools with good hostels might easily attract more pupils from outside than the hostels could accommodate. It might also be possible to reduce the cost per head of building, though in view of the difficulty of getting sites I am not sanguine of this. I think, however, that I can safely say that if Government could find ten lakhs a year for five years the back of the school hostel problem would be broken. I say ten lakhs on the assumption that Government would have to supply all the money. Boards and municipalities cannot supply any from their current revenues, though it is conceivable that they might build hostels from money lent by Government. The resources of aided schools are very limited though here again missionary funds and public subscriptions may be expected to help.

4. I am inclined to think that the building of hostels will not make rapid progress if money is only given for the purpose under the Grant-in-Aid Code. When the Government of India first gave a grant for hostels the Madras Government took the line that grants distinctly in excess of the half allowed by the Grant-in-Aid Code might be given. In 1913-14 and 1914-15

two-thirds grants were paid in several instances and in others much larger grants, e.g., American Mission College, Madura, Rs. 16,837 to Rs. 3,266 by management, Native College, Madura, Rs. 38,000 to Rs. 5,000 by management, Caldwell high school, Tuticorin, Rs. 19,776 against Rs. 2,919, Roman Catholic Boarding and Training school, Trichinopoly, Rs. 6,300 to Rs. 3,244. I am sure it would have been quite impossible to spend the money available if grants had been restricted to one-half. It is therefore for consideration whether a reversion to the earlier policy of treating each case separately would not be desirable, giving preference to those in which the management was prepared to bear the greater share of the cost and observing no fixed proportion between Government and the managements' share—G.Os. No. 379, Educational, dated 28th April 1913, No. 1196, Educational, dated 15th December 1913, No. 606, Educational, dated 27th June 1913, No. 410, Educational, dated 5th May 1913, and No. 796, Educational, dated 26th August 1913.

5. It would certainly also be desirable to get out type-designs. I have just received from the Town High school, Kumbakonam, a proposal for a hostel for forty school boys at a cost of Rs. 44,000 odd, i.e., more than Rs. 1,100 per boy, and speaking generally there are striking differences in cost in the schemes that come up.

6. I should like, however, to consider another aspect of the question. The need for hostels arises from the flocking of pupils into educational centres. This could clearly be diminished by multiplying such centres, i.e., by bringing into existence more secondary schools.

The statement I have had made shows that a little more than half the boys in question are studying in the three lower forms, and in the case of municipal schools nearly twice as many belong to these forms as to the three higher. I think it will be conceded that it is desirable that as few boys as possible should live away from their homes during their school course and that it is particularly important that they should not do so during its earlier stages.

When it was decided to class all schools as either secondary or elementary and the former were classed as complete (high schools) and incomplete, the former recognition of schools up to the third form as being a separate class of lower secondary schools being discontinued, the idea was adopted that the existence of such schools was only justifiable in so far as they were in process of development into high schools. I am now proposing that the older classification should be revived and that lower secondary schools be again recognized as fulfilling a useful function even for boys whose schooling ends with the third form, as well as being preparatory to the higher forms. As a corollary of this I should advocate the encouragement of such schools where they are under private management and facilities being given to local bodies to open them in larger numbers in places where there are at present no secondary schools. In proportion as this was done the number of young boys that would stay at home for their education would be increased.

7. Similarly I think the development of existing incomplete into complete secondary schools might be encouraged particularly under board and municipal management. This would of course tend still more to diminish the demand for hostel accommodation. Of course whatever could be done in these directions there would still be need for hostels. The starting of a new school or raising of the standard of an old one would to some extent attract boys to it from the surrounding country side; but the more completely distributed secondary schools were the less far afield boys would have to go and the greater the probability that they could live with relatives. On the whole I think that the net result of multiplying schools would be to diminish the number of boys requiring hostel accommodation. It should certainly diminish the tendency now so marked for boys to flock to already overcrowded centres like Madras, Madura and Rajahmundry.

If any considerable expenditure on secondary education is possible, I would suggest that the multiplication and improvement of schools should be considered as well as hostel provision and some attempt made to arrive at a scheme of expenditure on the two objects simultaneously.

8. Schools cost per head to build a good deal less than hostels and a good part of their upkeep can be met from fees. Hostel life is more expensive for parents than home life besides being at best an imperfect substitute for it. I do not think the expense to the State of a great development of the hostel system could be limited to the mere cost of building. There will be demands for grants for the cost of supervision possibly even for aid in view of the greater expensiveness of hostel life.

9. As some indication of the cost of raising incomplete to complete secondary schools I may mention a case lately recommended to Government in which the recurring cost is estimated at Rs. 3,500 a year on a basis of only twenty boys in each of the higher forms. There are 54 incomplete secondary schools under public management and if even half of them were raised in grade at a recurring cost of under a lakh considerable improvement in the distribution of secondary schools might be effected. For about the same cost, fifty new lower secondary schools might be worked and this would be an addition of about one-third to their number. Of course considerable non-recurring expenditure for buildings and equipment would also be necessary, certainly not less than two to three lakhs.

10. All this merely suggests the desirability of enquiry, but I hesitate to proceed further while the provision of funds is in doubt.

HOME (EDUCATION) DEPARTMENT.

At the instance of the Hon'ble Sir Alexander Cardew, the Director of Public Instruction submits, for the consideration of Government, proposals (a) for a more general provision of hostels in connexion with complete secondary schools and (b) for the multiplication and improvement of secondary schools.

2. (a) *Provision of more hostels.*—Under this head the Director estimates the number of students in Government, Board, Municipal and Aided complete secondary schools requiring hostel accommodation at 6,083 and the cost of the scheme at Rupees 47,02,159 or say Rs. 50,00,000. He states that, if the Government could find ten lakhs a year for five years, the back of the hostel problem will be broken. His estimate of 50 lakhs is based on the assumption that the Government will have to supply all the money which the management cannot find from their own funds. If the Government are prepared to find the cost of the scheme, the Director of Public Instruction enquires—

(i) whether the grants may be given irrespective of the limit of one-half of the estimated cost laid down in the Grant-in-Aid Code, preference being given to those schools in which the management is prepared to bear the greater share of the cost and observing no fixed proportion between the Government and the managements' share; and

(ii) whether a type-design for hostels may be prepared.

3. The general policy to be followed in the matter of providing hostels is laid down in paragraph 6 of the Government of India resolution on pages 3 and 4 of G.O. No. 394, Educational, dated the 1st May 1913. That Government "desire to see the hostel system develop until there is residential accommodation attached to every college and secondary school in India." Towards that end they sanctioned a non-recurring grant of 4.50 lakhs, and a recurring grant of .96 lakh in 1912-13, another non-recurring grant of 4 lakhs in 1913-14 and a non-recurring grant of Rs. 16,000 in aid of the Muhammadan hostel in Georgetown in 1914-15 (cf. G.Os. Nos. 294, dated 4th April 1912, 204, dated 2nd March 1912, 355, dated 22nd April 1913, and 282, dated 12th March 1915). The number of hostels has increased during the last five years as shown below:—

	Year.	Number of hostels for		
		Boys.	Girls.	Total.
Page 95, Volume II of the Public Instruction Report, 1912-13, and page 77, Volume II of the Public Instruction Report for 1915-16.	1911-12	202	119	321
	1912-13	217	115	332
	1913-14	243	125	368
	1914-15	245	127	372
	1915-16	271	141	412

In his note, dated the 26th October 1912, on pages 7 and 8 of Notes to G.O. No. 1004, Educational, dated the 14th November 1912, Sir Murray Hammick remarked that our schools and colleges were most ill-supplied with hostel accommodation and he desired that the rules of the Grant-in-Aid Code should be relaxed in order to make rapid progress in this direction. It may be noted in this connexion that simultaneously with the receipt of the Imperial grants referred to above, the limit of grant payable for buildings including those of hostels was raised from one-third to one-half of the estimated cost (G.O. No. 370, Educational, dated the 1st May 1912).

4. At the meeting of the Legislative Council held on the 6th February 1917, the Hon'ble Mr. Ramachandra Rao asked for a statement showing the amount of the grants-in-aid paid in 1915-16 and 1916-17 for the construction of hostels; and this was furnished to him—please see page 8 of G.O. No. 211, Education, dated the 21st February 1917. At the meeting of the Finance Committee on the 19th January 1917, the same Additional Member laid stress (paragraph 7 of the Proceedings of the Committee) on the need for providing hostels for secondary schools in the mufassal. The Chairman (the Hon'ble Sir Alexander Cardew) agreed that that was a matter requiring serious consideration; but as it would be premature, in the absence of a considered scheme, to make any specific budget allotment, an undertaking was given that the Director would be called upon to formulate proposals and that he would be instructed in general terms to examine the propriety of grants to secondary schools

when working out the actual distribution of the recurring grant of Rs. 96,000 for hostels. The Director of Public Instruction was instructed accordingly; and in reply he promised to give every consideration to applications for grants-in-aid for hostels for mufassal secondary schools and observed that he was considering the question of hostel accommodation as a whole [G.O. No. 374, Home (Education), dated 17th March 1917.]

The present proposals appear to be the outcome of this. It will be seen from the foregoing paragraph that the Hon'ble Sir Alexander Cardew on behalf of Government has accepted the necessity for additional hostel accommodation. The question for consideration is whether the Government will be prepared to accept a liability of 50 lakhs within a period of five years at the rate of 10 lakhs a year for that purpose. This is primarily a matter for the consideration of the Financial Department.

5. With reference to the question raised by the Director of Public Instruction whether the grants-in-aid of hostels which the Government undertake to sanction in accordance with the above proposals may be paid without strict regard to the rules of the Grant-in-Aid Code, it is submitted that under article 51 of the Code, the maximum grant admissible is limited to one-half of the estimated cost as approved by the Public Works Department. But the rule has been relaxed in the past in respect of the Imperial grants mentioned in paragraph 3 above with a view to hasten the scheme of hostel accommodation—please see G.Os. No. 1004, Educational, dated the 14th November 1912, and No. 448, Educational, dated the 15th May 1913, and the notes connected with them. The following is a list of cases in which grants were sanctioned over and above the limit prescribed in the Grant-in-Aid Code in accordance with the decision arrived at in the Government Orders quoted above:—

	Estimated cost. RS.	Grant. RS.
Voorhees' College, Vellore (G.O. No. 183, Educational, dated 27th February 1913) ...	1,780	1,780
Coles Memorial school (G.O. No. 361, Educational, dated 24th April 1913) ...	45,200	31,082
American College, Madura (G.O. No. 379, Educational, dated 28th April 1913) ...	18,600	16,837
Roman Catholic Boarding and Training School, Trichinopoly (G.Os. No. 410, Educational, dated 5th May 1913 and No. 796, Educational, dated 26th August 1913) ...	8,000	6,300
Noble College, Masulipatam (G.O. No. 417, Educational, dated 7th May 1913) ...	11,900	6,900
Victoria College, Palghat (Municipal) (G.O. No. 452, Educational, dated 17th May 1913) ...	31,000	31,000
Caldwell High School, Tuticorin (G.O. No. 606, Educational, dated 27th June 1913) ...	22,320	19,495
Brennen College, Tellicherry (Municipal) (G.O. No. 1013, Educational, dated 8th November 1913) ...	13,000	13,000
National High School, Ramachandrapuram (G.O. No. 1132, Educational, dated 28th November 1913) ...	17,080	10,000
Madura College (G.O. No. 1196, Educational, dated 15th December 1913) ...	43,000	38,000
St. Joseph's school for Indian girls, San Thome (G.Os. No. 108, Educational, dated 23rd January 1914 and No. 812, Educational, dated 28th July 1915) ...	19,630	13,565
Madrasa Islamia, Vaniyambadi (G.O. No. 593, Educational, dated 22nd May 1914) ...	58,625	38,625
Boddam Muslim Hostel, Madras (G.O. No. 1046, Educational, dated 7th September 1914) ...	32,700	32,700
Mrs. A. V. N. College, Vizagapatam (G.O. No. 1142, Educational, dated 5th October 1914) ...	84,500	54,500
S. P. G. College, Trichinopoly (G.O. No. 272, Educational, dated 11th March 1915) ...	43,600	36,045
Ottappalem High School (G.O. No. 708, Educational, dated 30th June 1915) ...	28,370	18,370
Christian College, Madras (G.O. No. 1016, Home (Education), dated 25th September 1916) ...	72,000	75,000
	+ 80,000 for Principal's house.	

Similarly if the Government decide to hasten the progress of hostel scheme and to provide the necessary funds for the purpose, there appears to be no objection to relax the rules of the Grant-in-Aid Code as was done in the previous cases.

6. As regards the preparation of a type-design for hostels it does not appear that the question was considered before apparently because its necessity was not felt. Now that a comprehensive scheme for hostels is under consideration it will tend to economy to have a type-design prepared. A type-design has already been issued for hostels attached to the *Government training schools for masters*—please see G.O. No. 676 W., dated the 1st April 1915. If such a design were issued it is doubtful whether all managers of secondary schools will be willing to adopt it. But such of those who may not be willing to do so may be made to conform to it with slight alterations to suit particular cases on pain of their losing the grant. Further, it may form a basis for the determination of the grant. If the proposal is approved, the Public Works Department may be requested to prepare a design.

P.R.—7-6-17.

T.K.—7-6-17.

7. (b) *Multiplication and improvement of secondary schools*.—Under this head the Director proposes—

(i) the opening of about 50 new lower secondary schools in the Presidency presumably under the management of local bodies, and

(ii) the raising of the status of about 27 incomplete secondary schools under public management to that of complete secondary schools.

He also suggests the encouragement of incomplete or lower secondary schools where they are under private management.

8. *Secondary education*.—Prior to the revision of the Educational rules in 1906, the department recognised two classes of secondary schools, the upper and the lower secondary. In that revision, it was

considered unnecessary to recognise lower secondary schools as a separate class. Boys in secondary schools were "assumed to contemplate a complete secondary course culminating in admission to an Arts college or a technical institution or some walk in life necessitating such a course." Boys who wished to go beyond the ordinary elementary standard, but to leave school without completing a secondary course, were made to do so in a higher elementary school. Thus a sharp distinction was made between secondary and elementary education. In accordance with this policy, several lower secondary schools were reduced to the higher elementary grade. But as it was found that there was need for preparatory secondary schools and that without them many parents would either have to give up the idea of secondary education for their sons or send them far away from their homes at too early an age, some of the old lower secondary schools were retained as incomplete secondary schools.

9. The present system of maintaining a sharp line of distinction between secondary and elementary education has been strongly criticised in the Legislative Council and elsewhere and the necessity for re-establishing the old lower secondary schools has been urged on the Government on several occasions. (Extract from Council proceedings on pages 7 to 30 of G.O. No. 203, dated 19th February 1917; addresses presented to His Excellency the Governor in G.O. No. 881, dated 13th August 1915 and G.O. No. 883, dated 13th August 1915). The main ground on which the request is made is that boys of tender age have to leave their homes to some distant place for receiving secondary education. In consideration of these facts the conference appointed in G.O. No. 178, Educational, dated the 17th February 1916, and the Director of Public Instruction have suggested the elimination of the last paragraph of rule 99 of the Educational rules, thus doing away with the distinction now made between secondary and elementary education. In the revised draft *

* This is separately dealt with.

of the Madras Educational Rules recently submitted by the Director in March last, he has proposed to classify secondary schools into middle and high schools according

as they contain the first three forms only or all the six forms and this new classification may assist in bringing about the opening of a number of incomplete secondary schools.

10. *Additional secondary schools.*—The need for providing additional facilities for secondary education in this Presidency was fully brought out in the debates connected with the resolution moved on the subject by the Hon'ble Rao Bahadur M. Ramachandra Rao at the meeting of the Legislative Council held on the 22nd November 1916 (pages 7 to 13 of G.O. No. 203, dated 19th February 1917). Attention is particularly solicited to the figures on pages 28 and 29 of G.O. No. 203, Educational, dated the 19th February 1917, from which it will be seen that in 1914–15 as many as 66 schools had a strength varying between 500 and 1,000 pupils and that in 18 schools the strength was even over 1,000. Thus the Director's proposals to open 50 new lower secondary schools and to raise the status of 27 incomplete secondary schools to that of complete secondary schools do not seem to be extravagant, especially as the number of secondary schools has fallen from 492 in 1905–06 to 340 in 1915–16.

11. *Cost of the scheme.*—The cost of raising the status of 27 incomplete secondary schools is estimated at about a lakh at the rate of Rs. 3,500 per school. The latter figure is arrived at on the basis of 20 pupils in each of the three higher forms. Recently the Government sanctioned the proposals of the Rajahmundry Municipal Council to raise the status of the incomplete secondary school at that place, and the increased cost including equipment charges was estimated at Rs. 2,200 per annum on an average, on the basis of 40 pupils in each of the three forms (G.O. No. 762 M., dated 1st May 1917). Perhaps the average cost may be taken midway between these two figures, i.e., at about Rs. 3,000 per school. The increased cost for 27 schools will then come to Rs. $27 \times 3,000 =$ Rs. 81,000. The Director of Public Instruction's estimate is however only approximate and is safer.

The Director's estimate of the cost of opening 50 new lower secondary schools is also one lakh at the rate of Rs. 2,000 per school. Apparently existing higher elementary schools will be converted into incomplete secondary schools. Proposals were recently made to Government for the conversion of the elementary schools at Koilkuntla and Hosur into incomplete secondary schools and the increased cost was estimated at Rs. 1,400 in the case of the Koilkuntla school and at Rs. 937 in the case of the Hosur school. It will perhaps suffice if the increased cost is taken at Rs. 1,200 per school. The cost for 50 schools will then come to Rs. $50 \times 1,200 =$ Rs. 60,000.

Thus the total recurring expenditure may be taken to be roughly $1\frac{1}{2}$ lakhs.

The Director estimates the non-recurring expenditure on buildings, equipment, etc., at from 2 to 3 lakhs. This estimate is not susceptible of check and may be accepted for the present.

12. *Sources from which the cost should be met.*—The policy of Government in the matter of secondary education is to rely on private effort as far as possible (paragraph 20, page 7 of G.O. No. 394, dated 1st May 1913). The conference, appointed in G.O. No. 178, Educational, dated 17th February 1916, has made a number of recommendations with a view to increase the grants-in-aid now paid to secondary schools and the increased expenditure in respect of the institution of the scholarship system alone recommended by the conference is estimated at Rs. 88,300. The missionary societies have been hard hit by the war and it is doubtful whether any of them will be able to open new secondary schools in this Presidency in the immediate future. Efforts on the part of private associations or individuals to open new schools are spasmodic and they usually open schools in places where they are certain of good income from fees which will enable them to run the institution without much expense to themselves. It is apparently in view of these considerations that the Director of Public Instruction proposes that the new schools should be under the management of local bodies. But these bodies are hardly in a position to meet the extra cost involved and, as it is, they have to be assisted from Provincial funds even to maintain their elementary schools. In some places local bodies may be willing to bear a moiety of the cost (e.g., the recent case of Rajahmundry), but in other places the Government will probably be asked to meet the whole of the net cost (G.O. No. 762 M., dated 1st May

1917). In passing orders on the recommendations of the Decentralization Commission in respect of educational matters, the Government of India have stated (portion marked in red chalk on page 23 of G.O. No. 203, dated 19th February 1917)—

“The financial support of secondary schools which are maintained at the cost of local bodies must, therefore, in the absence of local arrangements to the contrary, be continued for the present on existing lines. But precaution should be taken to restrict by rule any tendency to increase the expenditure of local bodies on secondary schools at the expense of the interests of primary education and, when financial conditions permit, all such expenditure should be made a charge upon Provincial revenues.”

In view of these observations of the Government of India, it is quite probable that the Government will be asked by the local bodies to bear the whole of the cost entailed in the proposals. Attention is solicited to the figures given in Appendix A to the report of the conference of Directors of Public Instruction held in January last from which it will be seen that the expenditure from public funds on secondary education in this Presidency is only 13 per cent of the total expenditure as against an average of 27 per cent for all India (page 21 of the report of the conference of Directors of Public Instruction).

13. It is submitted that the papers may be sent u.o. to the Financial Department in the first instance to ascertain whether Provincial funds can to any extent meet the charges involved in the provision of additional hostels and the multiplication and improvement of secondary schools.

N.K.—12-6-17.

The principles involved in the Director of Public Instruction's proposals are acceptable and the question is only one of funds. The bill we have to face as at present calculated is—

Non-recurring.

	LAKHS.
Construction of additional hostels	50
Buildings, equipment, etc., for the new secondary school	3
Total	53

Recurring.

Raising of 27 incomplete schools to complete secondary schools	1
Opening of 50 incomplete secondary schools	1
Total	2

2. In a separate file the question is being considered whether schools under private management may not be aided with grants in renting buildings for hostels and in maintaining them. When orders are passed on that case, a start may be made in the provision of additional hostel accommodation for schools and colleges; and this will be the only feasible course until finances permit of outlay on permanent buildings for the purpose.

3. As regards the opening of additional secondary schools, the outlay involved does not seem to be too heavy to admit of its being adopted in the near future at least in part. If it would be possible to provide in the next budget at least a half of the amount needed, the Director of Public Instruction may be immediately asked to formulate proposals to give effect to his scheme to that extent.

C. RAMANUJA ACHARIYAR—13-6-17.

The present case is solely about hostels to secondary schools. Hostels to colleges in Madras are dealt with in another file; and hostels to colleges in the mufassal will doubtless come up for consideration.

2. The Director points out (1) that it is desirable that students should stay with parents as far as possible and (2) that owing to the paucity of high schools there is a tendency for students to congregate in towns. This latter is not healthy. It deprives the students of home influences at a plastic period of their lives. I may also

point out that it is at this period students in towns are most open to deleterious influences. It follows therefore the secondary schools should be spread out more and more. The bearing of this on hostel accommodation is obvious. If a large number of the students now attending schools in towns can study elsewhere, the cost of providing hostels will become less. So the first point for consideration is how to disperse the secondary students.

3. Secondary schools are now divided into "incomplete" and "complete". The Director points out there is a real difference between the two sets of schools and it is best to discriminate them into "middle" and "high". I can add my personal testimony to the popular demand for a suggestion of this nature. However this is a different matter and the Director may be asked to submit proposals separately.

4. The bearing of this question on hostels is this. The number of students attending incomplete schools and the lower forms in complete schools is two or three times that of the number attending the higher forms in the complete schools. They are younger. Many more localities will support incomplete schools than complete schools. So far as hostels are concerned we might first attend to complete schools. Possibly in most of the incomplete schools no hostel accommodation need be provided at all.

5. I venture to indicate the following course of action :—

(a) The Director should be asked to send complete proposals for the starting of 50 incomplete schools and for the raising of 27 incomplete schools to complete schools. He must send an annual programme. Special care must be bestowed on the necessity of getting trained teachers. The figures he gives are probably too high as indicated in the office-notes above. When requirements of recurring and non-recurring charges are obtained we may consider if it be possible and how to meet the demands.

(b) On the assumption the above programme will be sanctioned, the Director may examine the requirements of existing secondary schools in towns and send proposals for hostels either by way of new buildings or hiring of fairly suitable existing houses.

6. Two other details. The Director recommends the grant should not be limited to one-half. As a matter of fact it is not. Each case is dealt with on its own merits.

7. A type-design is suggested. I think it is premature to do so. Personally I think the construction of palatial buildings is unnecessary. Students before admission are never accustomed to such residences nor after discharge can dream of living so. What we should accustom the student to is increased cleanliness and light superior to what he can get in his own home but in such a way that with effort he can graft on his home some of the requirements he has been led in his hostel life to regard as necessary for life and comfort. I write with special reference to the mufassal.

8. It seems that, for the present, at least all the new schools should be under public management. It seems also necessary that the local boards should take a greater share in secondary education and be aided by Government considerably more than at present.

R. RAMACHANDRA RAO—14-6-17.

FINANCIAL DEPARTMENT.

Please see the demi-official from the Honourable Member (Financial), dated 15th May 1917, on page 1 ante. The case relates to proposals from the Director of Public Instruction for (1) the multiplication and improvement of secondary schools, and (2) the provision of additional hostel accommodation for secondary schools.

The additional cost involved in the Director's scheme is 2 lakhs per annum recurring, and 53 lakhs non-recurring as shown below :—

(A) Recurring expenditure.

(1) Raising to the grade of complete secondary schools, 27 incomplete secondary schools (there are now 54 incomplete secondary schools under the management of local bodies)	...	About 1 lakh.
(2) Opening 50 new lower secondary schools presumably under the management of local bodies	...	About 1 lakh.
		2 lakhs.

(B) Non-recurring expenditure.

(3) Equipment and buildings for secondary schools	...	3 lakhs.
(4) Hostel buildings (for 6,083 students in existing complete secondary schools at Rs. 773 per student)	...	About 50 lakhs.
		53 lakhs.

2. Items (1) to (3).—*Multiplication and improvement of secondary schools.*—Attention is solicited to—

(a) Paragraphs 6-9 of Director's note dated 13th May 1917 (page 2 ante).

(b) Paragraphs 7-12 of Home office-note on pages 5-7 ante

(c) Paragraphs 3, 5 and 8 of Home Secretary's note on pages 8-9 ante.

Prior to 1906, the Educational Department used to recognise two classes of secondary schools, viz., the upper secondary (complete secondary school) and the lower secondary (teaching up to the third form). Since 1906, the recognition of lower secondary schools was discontinued. The Director and Home (Education) [This is not *per se* a valid ground.] It is a radical change in policy, but that is for Home (Education), not Financial. consider that the older classification should be revived, there being a popular demand for the same.

L.D.

It is remarked that the net result of increasing the number of lower secondary schools and of complete secondary schools (by raising the standard of existing incomplete secondary schools) will be to diminish the number of boys requiring hostel accommodation.

Home Secretary suggests that the Director should be asked to send complete proposals for the starting of 50 incomplete schools (lower secondary schools) and for the raising of 27 incomplete schools to complete schools and to send an annual programme, and that on receipt of these detailed proposals the question of provision of funds may be considered.

The progressive annual contribution of 2 lakhs which this Government have undertaken to provide from Provincial revenues has been ear-marked for elementary education—vide page 10 of Notes to G.O. No. 142, Educational, dated 11th February 1915. Attention is solicited to the Financial Honourable Member's note, dated 27th June 1917, in the case regarding increasing the resources of local bodies by relieving them of the expenditure on trunk roads. Orders are solicited whether the present proposals, which involve a recurring expenditure of 2 lakhs per annum and a non-recurring expenditure of about 3 lakhs, should not be introduced gradually, say, in a period of five years.

3. Item (4)—*Hostel buildings.*—The Director estimates the cost of constructing hostel buildings for existing complete secondary schools at about 50 lakhs. The Director remarks that if Government could find 10 lakhs a year for five years "the back of the school hostel problem would be broken." He also suggests the desirability of getting out type-designs.

Home Secretary proposes that the Director may be asked to examine the requirements of existing complete secondary schools in towns and send proposals for hostels either by way of new buildings or hiring of fairly suitable existing houses, care being taken to see that the provision of palatial hostel buildings is avoided.

With reference to the Director's suggestion that the grant from Government for hostel buildings should not be restricted to one-half, Home Secretary remarks that, as at present, each case may be considered on its merits.

It is respectfully submitted for consideration whether the total approximate expenditure of 50 lakhs for hostel accommodation should not be reduced to a figure which would represent absolute minimum requirements. If it is decided that the expenditure thus reduced (the bulk is non-recurring excepting grants for hired accommodation till buildings are constructed) is imperatively urgent and necessary, it can, it is submitted, be met, though not within a period of five years, by adopting one or the other of the following three courses—vide pages 4-7 of Notes to G.O. No. 2070, Judicial, dated 1st September 1915 :—

(1) by a drawal from Provincial balances (the closing balance on 31st March 1917 is 150.21 lakhs and will, according to the budget figures for 1917-18, be increased by 12.98 lakhs to 163.19 lakhs at the end of 1917-18. Excluding 14.19 lakhs being the balance of ear-marked Imperial non-recurring grants, the Provincial balance proper is 149 lakhs);

(2) by a reduction in the non-recurring grants to local bodies for various purposes;

(3) by a curtailment of grants under 45. Public Works Department for works belonging to departments other than Education.

V.G.K.—30-6-17.

So far as the recurring expenditure goes, I think our finances can comfortably stand the strain of a lakh or two; so I don't think Financial need object to the Director of Public Instruction being called upon to formulate a definite scheme for raising 27 incomplete schools to complete schools and opening 50 new lower secondary schools. I don't suppose it will be possible to carry out this scheme at once, and the growth in the number of schools will be gradual.

2. As regards non-recurring expenditure, the question is a little more difficult. It would of course be out of the question for Financial to agree to an expenditure of 10 lakhs a year on new hostels, even if it were possible to arrange for these hostels growing up like mushrooms all of a night.

The idea of opening new incomplete secondary schools and raising incomplete to complete is to bring the schools closer to the homes of the children, thus obviating the necessity for building hostels. I do not therefore think that, if progress is made with fresh openings, the non-recurring expenditure should be 50 lakhs, which, I take, is the Director of Public Instruction's estimate based on the understanding that new schools would not be opened. If every new school opened, and every incomplete school raised to complete, were situated, so as to feed boys going to two other schools, the need for hostel accommodation would decrease. Of course, we should require a perfect network of schools before it would be possible to say that no hostel accommodation is required; but still the fact remains that, if the localities of new schools are carefully chosen, the need for hostel accommodation in existing schools should be diminished. This would be one weapon at hand to help in "breaking the back of the hostel problem." Meanwhile, of course, it will still be necessary to build some hostels, but it is very difficult to say how much money we can put into the scheme every year. Everything depends on the state of our finances and on the demands on them. I would not, however, object to the Director of Public Instruction drawing up a building programme which would sort of dovetail in with the scheme for new schools. The programme might provide for hostels costing, say, 5 lakhs every year, and the proposals for the first and subsequent years should reach Government in time to allow of the question of funds being considered when the Education budget is under review. We will then know more or less all our liabilities and will be able to say what funds, if any, can be spared for hostels. The plan I have ventured to sketch above commits Government to nothing, but provides for matured proposals being before Government when the question of provision of funds arises.

L. E. KERSHAW—30-6-17.

I agree generally but would add that these proposals hinge on a large administrative question, i.e., whether, our funds being limited, it is not expedient at the outset to concentrate on the improvement and spread of elementary education, and to let those who desire secondary education pay for it until such time as the spread of elementary education has reached a stage rendering it possible and expedient for Provincial funds to give more help towards secondary education. What we really want is some standard co-efficient—not necessarily fixed for all time but as a temporary working basis—for the distribution of available funds as between elementary and secondary education. What the standard distribution should be will always be a matter of opinion; the Government of the day must, however, decide, and without such a decision Financial ought not, in my judgment, to commit itself lightly to large outlay on secondary education, without drawing pointed attention to the fact that such outlay necessarily involves the stinting of elementary education.

L. DAVIDSON—2-7-17.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders as to circulation to His Excellency the Governor and to the Honourable Member (Financial). Please see the latter's demi-official on page 1 of these notes.

P.R.—3-7-17.

C. RAMANUJA ACHARIYAR—4-7-17.

This note primarily begins with the question of hostels for secondary schools.

I think in the interests of education and the proper development of the students it is clearly recognised that the students should live with their natural guardians and in the midst of their families subject to natural restraints or in hostels under the proper supervision of wardens. The Director points out a hostel *per se* costs more than a school. There are also difficulties of students leaving their homes at particular ages. So he recommends taking down education to the homes of the students and incidentally suggests the starting of a number of high schools complete and incomplete. If we educate, we ought to turn out properly developed students and there could be therefore no objection to the Director's policy.

2. The issue between elementary and secondary education does not arise specifically. But I would merely add that in the present stage of the country only people with education higher than elementary have any influence and it is a matter of vital concern to Government itself that secondary education is directed on proper lines. Further the spread of secondary education is also bound to react on the progress of elementary education.

It is not of course intended to prescribe any definite programme or to commit the funds of subsequent years. The Director has after consideration expressed his views on a very difficult problem and all that is necessary is to express the opinion of Government on them. Thereafter every year according to circumstances he will come up with proposals for consideration at every budget.

R. RAMACHANDRA RAO—5-7-17.

Printed and submitted. For orders as to circulation to His Excellency the Governor and the Honourable Member (Financial).

P.R.—19-7-17.

C.R.—20-7-17.

R.R.—23-7-17.

The passages which I have marked **A** and **B** in the Director of Public Instruction's note (page 2, paragraph 6, of these notes) to Sir Alexander Cardew which begins this discussion indicate in my opinion the true view of this matter.

Speaking generally, one weakness of our system of higher education here, in secondary schools and also colleges, is the tendency in large centres towards large

institutions and large classes in these institutions, which reduce unduly the educationally all-important factor of the teacher's personal supervision, attention and influence. The requirements of economy are largely responsible for this centralizing tendency, but education has been and is being sacrificed.

To reverse it wholly or suddenly is no doubt impracticable; but we should I think recognize it, be careful to avoid encouraging it and check it wherever possible. Putting aside the question of colleges for the moment, the application of this view to secondary schools would be in short—for the reasons indicated by the Director of Public Instruction in the passages quoted above—in the first place improve and raise the standard of teaching and attainments in existing secondary schools, and secondly establish additional secondary schools rather than hostels for existing secondary schools. And in spending any funds available for this purpose, examine each case, and the circumstances of each locality, upon its merits. To allot 50 lakhs for hostels for secondary schools would be to further a wrong tendency and policy, and would probably lead to a waste of money.

It would also I think be a wholly disproportionate expenditure on that branch of education.

In connection with secondary education, and in view of the Director of Public

Already before His Excellency.
R.R. - 8-8-17.

A Instruction's observations in this file on the present and former distinctions between complete and incomplete secondary schools, there is a subject which might usefully I think be examined, and if

this discussion may await such examination, I will refer it to the Director of Public Instruction.

We have complete secondary schools, incomplete secondary schools, higher elementary schools, and elementary schools. I am not sure whether it is necessary **B** to maintain the distinctions—convenient no doubt for some purposes and partly due to financial exigencies—between these four classes of schools. Greater simplicity of classification and system would in some ways be a great gain.

Increased hostel accommodation for colleges is undoubtedly required: and I shall presently have from the Director of Public Instruction the full facts. But **C** again here, we would endeavour to counteract where possible the tendency towards centralisation and the excessive growth of existing institutions.

Another important point incidentally raised in this file is the relative proportion which expenditure upon secondary education should bear to that upon elementary education. I do not enter upon that here, though it is vital to any large expenditure upon secondary education such as is here proposed.

P[ENTLAND]—28-7-17.

I do not think that many remarks are required from me on this file. I suggest that approval should be given to the Director's proposals to open 50 new lower secondary schools and to raise to the grade of complete secondary schools 27 out of the existing 54 incomplete lower secondary schools under local board management. I do not believe that this will obviate the need for hostels for secondary schools; the population we are dealing with is so vast that even the addition of 50 lower secondary schools will only give a momentary relief (if that) to the pressure on the existing secondary schools and I think that the Director of Public Instruction should be told to encourage and aid as freely as possible proposals for the provision of such hostels. I am, however, quite content to accept the view that the establishment of additional secondary schools should have precedence of the provision of hostels for existing secondary schools.

A. G. C[ARDEW]—7-8-17.

Portion marked **A** in His Excellency's note above.—The reference is presumably to the file dealing with the question of instituting a public examination at the end of the middle school or lower secondary course. As His Excellency has noted in that file that he would discuss the question with the Director of Public

Instruction, the file has been sent to the latter.* As already noted in paragraph 9 of

* Since disposed of in G.O. 1175, Home office-note on page 6 supra, the Director (Education), 12th September 1917. has proposed in connection with the

revision of the Madras Educational rules to classify secondary schools into middle and high schools according as they contain the first three forms only or all the six forms. The file will be submitted separately with a draft. It is for consideration whether the disposal of the above questions should be awaited before approval is accorded to the opening of 50 new lower secondary schools.

2. Portion marked **B** in his Excellency's note on page 12 supra.—It is submitted that under the existing rules there is no sharp line of distinction between higher and lower elementary schools. Under rule 9 of the Madras Educational Rules each standard above the third should be separately recognized and rule 10 provides that in elementary schools with standards above the fourth, the headmaster should ordinarily hold a secondary trained teachers' certificate. There are also some concessions allowed under those rules to schools under public management having the four lower standards only. These are:—

(1) In those schools the rates of fees are lower than the rates prescribed for the same standards in schools having the higher classes. (Rule 84 (i) of the Madras Educational Rules.)

(2) The fees collected in schools having the four lower standards only may be appropriated by the headmaster. (Rule 84 (i) of the Madras Educational Rules.)

The Educational Conference held at the beginning of 1916 has recommended that the system of appropriation of fees in schools under public management should be abolished, the pay of the teachers being increased by way of compensation, and that one uniform scale of fees should be adopted for all elementary schools. The Director of Public Instruction is not in favour of either of these recommendations. He has however proposed that the system of appropriation of fees should be extended to schools having the fourth standard also. The file dealing with this and other connected proposals has been sent to the Local and Municipal Department for remarks.

So long as the concessions above referred to are maintained, the distinction in classification as regards elementary schools should remain.

In regard to complete and incomplete secondary schools there is no difference in classification. The nomenclature is only intended to indicate the number of classes in the schools. Beyond this there is no difference.

3. Portion marked **C** in his Excellency's note on page 12 supra.—His Excellency's instructions will be borne in mind when proposals for the establishment of additional hostels in connection with colleges come up.

4. If it is considered that instructions may issue at once to the Director of Public Instruction on the lines of the note of Honourable Member (Financial), on page 12 supra, the draft demi-official below is for approval.

S.K.—11-8-17.

N.K.—13-8-17.

C. RAMANUJA ACHARIYAR—14-8-17.

If there is no objection, I should like the Director of Public Instruction to see this file as important lines of policy are indicated in His Excellency's minute.

2. About **B** in His Excellency's note, it is better a demi-official issues to the Director of Public Instruction.

3. **A** is under consideration elsewhere.

4. **C** may be considered along with the report due regarding hostels: but an enunciation of the policy contained therein would be useful to the Director of Public Instruction in formulating his report. So write a demi-official to him.

The demi-official put up may issue.

R. RAMACHANDRA RAO—18-8-17.

Demi-official—from the Hon'ble Diwan Bahdur R. RAMACHANDRA RAO AVARGAL,
B.A., Secretary to Government, Home (Education) Department.
To—the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public
Instruction
Dated—the 20th August 1917
No.—265-B-2

With reference to your demi-official letter to the Hon'ble Sir Alexander Cardew, No. C-22, dated the 13th May last, I am to inform you that the Government generally approve your proposals in regard to the opening of 50 new lower secondary schools and the raising to the grade of complete secondary schools of 27 out of the existing 54 incomplete secondary schools under public management. I am to request you to prepare and submit a complete and detailed scheme in consultation with local bodies and also an annual programme to give effect to it as funds permit.

2 The Government consider that the establishment of additional secondary schools should have precedence of the provision of hostels for existing secondary schools. I am, however, to ask you to encourage and aid as freely as possible proposals for the provision of such hostels.

With reference to the Secretary's note on page 13 supra, a draft demi-official to the Director of Public Instruction is submitted. If the file should be sent to the Director of Public Instruction u.o. the Financial Department may first be requested to state whether they have any objection to their note on pages 5 supra being sent to him.

S.K.—22-8-17.

N.K.—23-8-17.

C. RAMANUJA ACHARIYAR—24-8-17.

To Financial if the file can be sent to the Director of Public Instruction with all notes.

R. RAMACHANDRA RAO—27-8-17.

Demi-official—from the Hon'ble Diwan Bahdur R. RAMACHANDRA RAO AVARGAL,
B.A., Secretary to Government, Home (Education) Department.
To—the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of Public
Instruction.
Dated—Ootacamund, the 27th August 1917.
No.—265-B-3.

In connection with the provision of additional facilities for secondary education, the question has arisen whether it is necessary to maintain the existing classification of schools into (i) complete secondary schools, (ii) incomplete secondary schools, (iii) higher elementary schools, and (iv) elementary schools. The distinction now made may no doubt be convenient for some purposes and may be partly due to financial exigencies, but it appears that greater simplicity of classification and system would in some ways be a great gain. I am to ask you to give your consideration to the question and favour Government with your views as to the modifications that may suitably be effected in the existing regulations.

2. One of the points on which a report has been called for in my demi-official No. 2538-A/1, dated the 9th instant, is the provision of additional hostel accommodation for colleges. In this connection I am to state that in the opinion of the Government the tendency towards centralisation and the excessive growth of existing institutions should be counteracted wherever possible, and to ask you to have due regard to this consideration in formulating your proposals.

FINANCIAL DEPARTMENT.

I have spoken to Secretary, Home department. There is nothing in the Financial notes that would be helpful from the point of view of policy. It would be necessary to obtain Honourable Member's and His Excellency's permission to send their notes out.

L. E. KERSHAW—28-8-17.

HOME (EDUCATION) DEPARTMENT.

Submitted.

S.K.—29-8-17.

N.K.—30-8-17.

C. RAMANUJA ACHARIYAR—30-8-17.

The file need not go to Director of Public Instruction.

R. RAMACHANDRA RAO—31-8-17.

[Please let me have a copy of the printed notes and His Excellency's and Honourable Member's minutes.]

R.R.—31-8-17.

(Copy of the notes submitted to the Secretary separately).

S.K.—31-8-17.

Demi-official—from the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of
Public Instruction.
To—the Hon'ble Diwan Bahdur R. RAMACHANDRA RAO, B.A., Secretary to
Government, Home (Education) Department.
Dated—Nungambakam, the 4th September 1917.
No.—146.

Please see your letter of the 27th August. There must, I think, be a distinction between secondary and elementary schools if only because different systems of recognition and aid are appropriate to each. It is also useful to distinguish between complete and incomplete secondary schools only that I would call them respectively upper and lower secondary schools. There is no difference in their treatment in respect of recognition and aid.

2. The case of higher elementary schools is somewhat exceptional. They are for pupils who want to continue their education beyond the fourth standard but who are not supposed to want English or to aspire to a secondary education. Fees in them are on an elementary school basis and they are aided as elementary schools. They are comparatively few in number but they have their use and I do not think anything would be gained by putting an end to them which would have to be done by classifying them as lower secondary schools probably at an increased expense in grants in aid. As the need is felt for their being raised to the secondary grade their managers may be expected to take action and I do not think that the department need do anything to hasten the change.

3. The one remaining barrier to pupils passing from elementary to secondary schools is the last paragraph of the Madras Educational Rules 99. The conference of March 1916 recommended the abolition of this and this proposal is still before Government.

4. What is wanted is a grade of school between the elementary school and the three highest forms of the secondary school which shall be both preparatory to them and an end school for boys who are not going further than the third form or lower secondary standard. The number of such schools will have to be increased and in view of the large demand for instruction in English they will have, I think, to be lower secondary schools with rates of fees that will cover a substantial part of their cost. The removal of any artificial barrier between the elementary and secondary school will restore the educational ladder. The allowance of free places in secondary schools also proposed by the March 1916 Conference will allow of poor boys of merit ascending it and we shall have a school system which will not really be other than simple despite the existence of a few higher elementary schools parallel with the lower secondary ones.

Demi-official—from the Hon'ble Mr. J. H. STONE, M.A., F.R.H.S., C.I.E., Director of
Public Instruction.
To—the Hon'ble Diwan Bahdur R. RAMACHANDRA RAO, B.A., Secretary to
Government, Home (Education) Department.
Dated—Ootacamund, the 9th September 1917.
No.—C. 108.

With reference to your demi-official No. 265 B-2, dated 20th August 1917, I am to inform you that I am circularising the inspectors of schools to furnish in consultation with local bodies details for the opening of about 50 new lower secondary schools and the raising to the grade of complete secondary schools of 27 out of the existing 54 incomplete secondary schools under public management.

I hope to submit my proposals to Government at an early date.

HOME (EDUCATION) DEPARTMENT.

Please see Mr. Stone's demi-official above. In the circumstances explained therein, it does not appear necessary to make any change in the existing classification of schools—elementary and secondary.

2. Mr. Stone's proposals for the opening of new schools and the raising of the status of some of the existing schools may be disposed of separately when received.

3. These notes may, it is submitted, be "recorded."

N.K.—11-9-17.

C. RAMANUJA ACHARIYAR—12-9-17.

Paragraph 3 of Director of Public Instruction's letter above. The matter is under consideration in another file. If the entrance fees be abolished, one real difference in treatment between elementary and secondary schools will be removed.

2. Paragraph 4 of above letter. It has been decided that it is inadvisable to discuss at present the question of a middle school public examination. But I submit that so far as the secondary schools are concerned, there is no difference in nature between complete and incomplete schools.

3. The real difference is between elementary and secondary schools with an occasional sprinkling of higher elementary schools.

For the reasons given by the Director, it does not appear that further simplification is possible.

R. RAMACHANDRA RAO—13-9-17.

P[ENTLAND]--14-9-17.

A draft order recording the papers is submitted for approval.

S.K.—15-9-17

N.K.—17-9-17.

C.R.--18-9-17.

R.R.—19-9-17.

[G.O. No. 1210, Home (Education), dated 19th September 1917.]

Secondary school

Recording ~~notes~~ ^{papers relating to the} ~~on the~~ Subject of the
establishment of hostels for —
& the opening of ^{additional} ~~schools~~ —

READ AGAIN G.O. No., dated 191

191

READ ALSO:—

C. No. 2822A From the _____, No. _____, dated _____ 1912

2046 A. Papers relating to the establishment of hostels for Secondary schools & the opening of additional Secondary schools. 191

ORDER.

No. 1210, dated 19. 9. 1917

Recorded

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119

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189.7

11/17/19

For approval

27-9-17



G.O. No. 1210, 19th September 1917

Secondary Schools

Recording papers relating to the establishment of hostels for — and the opening of additional —.

Read—the following paper:—

Papers relating to the establishment of hostels for secondary schools and the opening of additional secondary schools.

Order—No. 1210, Home (Education), dated 19th September 1917.

Recorded.

(True extract)

R. RAMACHANDRA RAO,
Secretary to Government.

22/9/17
Please revise
8/11/17
3/11/17

13

**NOTES CONNECTED WITH G.O. No. 1210, HOME (EDUCATION),
DATED 19TH SEPTEMBER 1917**

[SUBJECT.—*Establishment of hostels and additional secondary schools.*]

Demi-official—from the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., Member of Council.

To—the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Avargal, Secretary to Government, Home (Education) Department.

Dated—Ootacamund, the 15th May 1917.

I enclose a letter from the Director of Public Instruction on the subject of hostels for schools. The conversation which I had with Mr. Stone had reference mainly to the financial aspect of the matter and his suggestions of course have first to be considered in the Educational Department. Will you kindly circulate the file to me when it is ready for disposal?

ENCLOSURE

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

To—the Hon'ble Sir ALEXANDER CARDEW, K.C.S.I., Member of Council.

Dated—Ootacamund, the 13th May 1917.

No.—C. 22.

You asked me some time ago to consider the question of a more general provision of hostels for schools. Of course there is need for increased provision for colleges too both in Madras and elsewhere, but as the younger the boys who live away from home the more, presumably, they want looking after, I propose to confine myself now to secondary schools. The number of boys living away from home to attend elementary schools must be negligible.

2. In our inspection report form we have a table showing what number of boys live with their parents or with near relatives or guardians, in recognized hostels, and elsewhere, and it may be taken that all in the last class would be the better for hostel accommodation. The total number in complete secondary schools, i.e., that go up to the sixth form, is 6,083, and they are found in all kinds of schools—Government, Board, Municipal and Aided. I have not had the number in incomplete secondary schools counted. These mainly serve local needs and speaking generally contain a decidedly smaller proportion of boys in need of hostel accommodation. If any scheme for hostel extension is to be framed, I should be inclined in the first place to confine it to complete secondary schools.

3. I can give a rough idea of what such a scheme would cost. A hostel is being built at Anantapur which is not only a good building but as regards cost compares favourably with other building schemes put forward by public and private managers. It works out to Rs. 773 per student to be accommodated. To similarly accommodate the 6,083 students mentioned above would cost therefore Rs. 47,02,159. Of course while this money was being spent the number needing hostel accommodation would almost certainly rise, schools with good hostels might easily attract more pupils from outside than the hostels could accommodate. It might also be possible to reduce the cost per head of building, though in view of the difficulty of getting sites I am not sanguine of this. I think, however, that I can safely say that if Government could find ten lakhs a year for five years the back of the school hostel problem would be broken. I say ten lakhs on the assumption that Government would have to supply all the money. Boards and municipalities cannot supply any from their current revenues, though it is conceivable that they might build hostels from money lent by Government. The resources of aided schools are very limited though here again missionary funds and public subscriptions may be expected to help.

4. I am inclined to think that the building of hostels will not make rapid progress if money is only given for the purpose under the Grant-in-Aid Code. When the Government of India first gave a grant for hostels the Madras Government took the line that grants distinctly in excess of the half allowed by the Grant-in-Aid Code might be given. In 1913-14 and 1914-15

2 NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917

two-thirds grants were paid in several instances and in others much larger grants, e.g., American Mission College, Madura, Rs. 16,837 to Rs. 3,266 by management, Native College, Madura, Rs. 38,000 to Rs. 5,000 by management, Caldwell high school, Tuticorin, Rs. 19,776 against Rs. 2,919, Roman Catholic Boarding and Training school, Trichinopoly, Rs. 6,300 to Rs. 3,244. I am sure it would have been quite impossible to spend the money available if grants had been restricted to one-half. It is therefore for consideration whether a reversion to the earlier policy of treating each case separately would not be desirable, giving preference to those in which the management was prepared to bear the greater share of the cost and observing no fixed proportion between Government and the managements' share—G.Os. No. 379, Educational, dated 28th April 1913, No. 1196, Educational, dated 15th December 1913, No. 606, Educational, dated 27th June 1913, No. 410, Educational, dated 5th May 1913, and No. 796, Educational, dated 26th August 1913.

5. It would certainly also be desirable to get out type-designs. I have just received from the Town High school, Kumbakonam, a proposal for a hostel for forty school boys at a cost of Rs. 44,000 odd, i.e., more than Rs. 1,100 per boy, and speaking generally there are striking differences in cost in the schemes that come up.

6. I should like, however, to consider another aspect of the question. The need for hostels arises from the flocking of pupils into educational centres. This could clearly be diminished by multiplying such centres, i.e., by bringing into existence more secondary schools.

The statement I have had made shows that a little more than half the boys in question are studying in the three lower forms, and in the case of municipal schools nearly twice as many belong to these forms as to the three higher. I think it will be conceded that it is desirable that as few boys as possible should live away from their homes during their school course and that it is particularly important that they should not do so during its earlier stages.

When it was decided to class all schools as either secondary or elementary and the former were classed as complete (high schools) and incomplete, the former recognition of schools up to the third form as being a separate class of lower secondary schools being discontinued, the idea was adopted that the existence of such schools was only justifiable in so far as they were in process of development into high schools. I am now proposing that the older classification should be revived and that lower secondary schools be again recognized as fulfilling a useful function even for boys whose schooling ends with the third form, as well as being preparatory to the higher forms. As a corollary of this I should advocate the encouragement of such schools where they are under private management and facilities being given to local bodies to open them in larger numbers in places where there are at present no secondary schools. In proportion as this was done the number of young boys that would stay at home for their education would be increased.

7. Similarly I think the development of existing incomplete into complete secondary schools might be encouraged particularly under board and municipal management. This would of course tend still more to diminish the demand for hostel accommodation. Of course whatever could be done in these directions there would still be need for hostels. The starting of a new school or raising of the standard of an old one would to some extent attract boys to it from the surrounding country side; but the more completely distributed secondary schools were the less far off boys would have to go and the greater the probability that they could live with relatives. On the whole I think that the net result of multiplying schools would be to diminish the number of boys requiring hostel accommodation. It should certainly diminish the tendency now so marked for boys to flock to already overcrowded centres like Madras, Madura and Rajahmundry.

If any considerable expenditure on secondary education is possible, I would suggest that the multiplication and improvement of schools should be considered as well as hostel provision and some attempt made to arrive at a scheme of expenditure on the two objects simultaneously.

8. Schools cost per head to build a good deal less than hostels and a good part of their upkeep can be met from fees. Hostel life is more expensive for parents than home life besides being at best an imperfect substitute for it. I do not think the expense to the State of a great development of the hostel system could be limited to the mere cost of building. There will be demands for grants for the cost of supervision possibly even for aid in view of the greater expensiveness of hostel life.

9. As some indication of the cost of raising incomplete to complete secondary schools I may mention a case lately recommended to Government in which the recurring cost is estimated at Rs. 3,500 a year on a basis of only twenty boys in each of the higher forms. There are 54 incomplete secondary schools under public management and if even half of them were raised in grade at a recurring cost of under a lakh considerable improvement in the distribution of secondary schools might be effected. For about the same cost, fifty new lower secondary schools might be worked and this would be an addition of about one-third to their number. Of course considerable non-recurring expenditure for buildings and equipment would also be necessary, certainly not less than two to three lakhs.

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10. All this merely suggests the desirability of enquiry, but I hesitate to proceed further while the provision of funds is in doubt.

HOME (EDUCATION) DEPARTMENT.

At the instance of the Hon'ble Sir Alexander Cardew, the Director of Public Instruction submits, for the consideration of Government, proposals (a) for a more general provision of hostels in connexion with complete secondary schools and (b) for the multiplication and improvement of secondary schools.

2. (a) *Provision of more hostels.*—Under this head the Director estimates the number of students in Government, Board, Municipal and Aided complete secondary schools requiring hostel accommodation at 6,083 and the cost of the scheme at Rupees 47,02,159 or say Rs. 50,00,000. He states that, if the Government could find ten lakhs a year for five years, the back of the hostel problem will be broken. His estimate of 50 lakhs is based on the assumption that the Government will have to supply all the money which the management cannot find from their own funds. If the Government are prepared to find the cost of the scheme, the Director of Public Instruction enquires—

(i) whether the grants may be given irrespective of the limit of one-half of the estimated cost laid down in the Grant-in-Aid Code, preference being given to those schools in which the management is prepared to bear the greater share of the cost and observing no fixed proportion between the Government and the managements' share; and

(ii) whether a type-design for hostels may be prepared.

3. The general policy to be followed in the matter of providing hostels is laid down in paragraph 6 of the Government of India resolution on pages 3 and 4 of G.O. No. 394, Educational, dated the 1st May 1913. That Government "desire to see the hostel system develop until there is residential accommodation attached to every college and secondary school in India." Towards that end they sanctioned a non-recurring grant of 4-50 lakhs, and a recurring grant of '96 lakh in 1912-13, another non-recurring grant of 4 lakhs in 1913-14 and a non-recurring grant of Rs. 16,000 in aid of the Muhammadan hostel in Georgetown in 1914-15 (cf. G.Os. Nos. 294, dated 4th April 1912, 204, dated 2nd March 1912, 355, dated 22nd April 1913, and 282, dated 12th March 1915). The number of hostels has increased during the last five years as shown below :—

	Year.	Number of hostels for		
		Boys.	Girls.	Total.
Page 95, Volume II of the Public Instruction Report, 1912-13 and page 77, Volume II of the Public Instruction Report for 1915-16.	1911-12	...	...	...
	1912-13	202	119	321
	1913-14	217	115	332
	1914-15	243	125	368
	1915-16	245	127	372
		271	141	412

In his note, dated the 26th October 1912, on pages 7 and 8 of Notes to G.O. No. 1004, Educational, dated the 14th November 1912, Sir Murray Hammick remarked that our schools and colleges were most ill-supplied with hostel accommodation and he desired that the rules of the Grant-in-Aid Code should be relaxed in order to make rapid progress in this direction. It may be noted in this connexion that simultaneously with the receipt of the Imperial grants referred to above, the limit of grant payable for buildings including those of hostels was raised from one-third to one-half of the estimated cost (G.O. No. 370, Educational, dated the 1st May 1912).

4. At the meeting of the Legislative Council held on the 6th February 1917, the Hon'ble Mr. Ramachandra Rao asked for a statement showing the amount of the grants-in-aid paid in 1915-16 and 1916-17 for the construction of hostels; and this was furnished to him—please see page 8 of G.O. No. 211, Education, dated the 21st

February 1917. At the meeting of the Finance Committee on the 19th January 1917, the same Additional Member laid stress (paragraph 7 of the Proceedings of the Committee) on the need for providing hostels for secondary schools in the mufassal. The Chairman (the Hon'ble Sir Alexander Cardew) agreed that that was a matter requiring serious consideration; but as it would be premature, in the absence of a considered scheme, to make any specific budget allotment, an undertaking was given that the Director would be called upon to formulate proposals and that he would be instructed in general terms to examine the propriety of grants to secondary schools when working out the actual distribution of the recurring grant of Rs. 96,000 for hostels. The Director of Public Instruction was instructed accordingly; and in reply he promised to give every consideration to applications for grants-in-aid for hostels for mufassal secondary schools and observed that he was considering the question of hostel accommodation as a whole. (G.O. No. 374, Home (Education), dated 17th March 1917).

The present proposals appear to be the outcome of this. It will be seen from the foregoing paragraph that the Hon'ble Sir Alexander Cardew on behalf of Government has accepted the necessity for additional hostel accommodation. The question for consideration is whether the Government will be prepared to accept a liability of 50 lakhs within a period of five years at the rate of 10 lakhs a year for that purpose. This is primarily a matter for the consideration of the Financial Department.

5. With reference to the question raised by the Director of Public Instruction whether the grants-in-aid of hostels which the Government undertake to sanction in accordance with the above proposals may be paid without strict regard to the rules of the Grant-in-Aid Code, it is submitted that under article 51 of the Code, the maximum grant admissible is limited to one-half of the estimated cost as approved by the Public Works Department. But the rule has been relaxed in the past in respect of the Imperial grants mentioned in paragraph 3 above with a view to hasten the scheme of hostel accommodation—please see G.Os. No. 1004, Educational, dated the 14th November 1912, and No. 448, Educational, dated the 15th May 1913, and the notes connected with them. The following is a list of cases in which grants were sanctioned over and above the limit prescribed in the Grant-in-Aid Code in accordance with the decision arrived at in the Government Orders quoted above:—

	Estimated cost.	Grant.
	RS.	RS.
Voorhees' College, Vellore (G.O. No. 183, Educational, dated 27th February 1913)	1,780	1,780
Coles Memorial school (G.O. No. 361, Educational, dated 24th April 1913)	45,200	31,082
American College, Madura (G.O. No. 379, Educational, dated 28th April 1913)	18,600	16,837
Roman Catholic Boarding and Training School, Trichinopoly (G.Os. No. 410, Educational, dated 5th May 1913 and No. 796, Educational, dated 26th August 1913)	8,000	6,300
Noble College, Masulipatam (G.O. No. 417, Educational, dated 7th May 1913)	11,900	6,900
Victoria College, Palghat (Municipal) (G.O. No. 452, Educational, dated 17th May 1913)	31,000	31,000
Caldwell High School, Tuticorin (G.O. No. 606, Educational, dated 27th June 1913)	22,320	19,495
Brennen College, Tellicherry (Municipal) (G.O. No. 1013, Educational, dated 8th November 1913)	13,000	13,000
National High School, Ramachandrapuram (G.O. No. 1132, Educational, dated 28th November 1913)	17,080	10,000
Madura College (G.O. No. 1196, Educational, dated 15th December 1913)	43,000	38,000

	Estimated cost. RS.	Grant. RS.
St. Joseph's school for Indian girls, San Thome (G.Os. No. 108, Educational, dated 23rd January 1914 and No. 812, Educational, dated 28th July 1915) ...	19,630	13,565
Madrasa Islamia, Vaniyambadi (G.O. No. 593, Educational, dated 22nd May 1914) ...	58,625	38,625
Boddam Muslim Hostel, Madras (G.O. No. 1046, Educational, dated 7th September 1914) ...	32,700	32,700
Mrs. A. V. N. College, Vizagapatam (G.O. No. 1142, Educational, dated 5th October 1914) ...	84,500	54,500
S. P. G. College, Trichinopoly (G.O. No. 272, Educational, dated 11th March 1915) ...	43,600	36,045
Ottappalem High School (G.O. No. 708, Educational, dated 30th June 1915) ...	28,370	18,370
Christian College, Madras (G.O. No. 1016, Home (Education), dated 25th September 1916) ...	72,000	75,000
	+ 80,000 for Principal's house.	

Similarly if the Government decide to hasten the progress of hostel scheme and to provide the necessary funds for the purpose, there appears to be no objection to relax the rules of the Grant-in-Aid Code as was done in the previous cases.

6. As regards the preparation of a type-design for hostels it does not appear that the question was considered before apparently because its necessity was not felt. Now that a comprehensive scheme for hostels is under consideration it will tend to economy to have a type-design prepared. A type-design has already been issued for hostels attached to the *Government training schools for masters*—please see G.O. No. 676 W., dated the 1st April 1915. If such a design were issued it is doubtful whether all managers of secondary schools will be willing to adopt it. But such of those who may not be willing to do so may be made to conform to it with slight alterations to suit particular cases on pain of their losing the grant. Further, it may form a basis for the determination of the grant. If the proposal is approved, the Public Works Department may be requested to prepare a design.

P.R.—7-6-17.

T.K.—7-6-17.

7. (b) *Multiplication and improvement of secondary schools*.—Under this head the Director proposes—

(i) the opening of about 50 new lower secondary schools in the Presidency presumably under the management of local bodies, and

(ii) the raising of the status of about 27 incomplete secondary schools under public management to that of complete secondary schools.

He also suggests the encouragement of incomplete or lower secondary schools where they are under private management.

8. *Secondary education*.—Prior to the revision of the Educational rules in 1906, the department recognised two classes of secondary schools, the upper and the lower secondary. In that revision, it was

considered unnecessary to recognise lower secondary schools as a separate class. Boys in secondary schools were "assumed to contemplate a complete secondary course culminating in admission to an Arts college or a technical institution or some walk in life necessitating such a course." Boys who wished to go beyond the ordinary elementary standard, but to leave school without completing a secondary course, were made to do so in a higher elementary school. Thus a sharp distinction was made between secondary and elementary education. In accordance with this policy, several

lower secondary schools were reduced to the higher elementary grade. But as it was found that there was need for preparatory secondary schools and that without them many parents would either have to give up the idea of secondary education for their sons or send them far away from their homes at too early an age, some of the old lower secondary schools were retained as incomplete secondary schools.

9. The present system of maintaining a sharp line of distinction between secondary and elementary education has been strongly criticised in the Legislative Council and elsewhere and the necessity for re-establishing the old lower secondary schools has been urged on the Government on several occasions. (Extract from Council proceedings on pages 7 to 30 of G.O. No. 203, dated 19th February 1917; addresses presented to His Excellency the Governor in G.O. No. 881, dated 13th August 1915 and G.O. No. 883, dated 13th August 1915). The main ground on which the request is made is that boys of tender age have to leave their homes to some distant place for receiving secondary education. In consideration of these facts the conference appointed in G.O. No. 178, Educational, dated the 17th February 1916, and the Director of Public Instruction have suggested the elimination of the last paragraph of rule 99 of the Educational rules, thus doing away with the distinction now made between secondary and elementary education. In the revised draft *

* This is separately dealt with.

of the Madras Educational Rules recently submitted by the Director in March last,

he has proposed to classify secondary schools into middle and high schools according as they contain the first three forms only or all the six forms and this new classification may assist in bringing about the opening of a number of incomplete secondary schools.

10. *Additional secondary schools.*—The need for providing additional facilities for secondary education in this Presidency was fully brought out in the debates connected with the resolution moved on the subject by the Hon'ble Rao Bahadur M. Ramachandra Rao at the meeting of the Legislative Council held on the 22nd November 1916 (pages 7 to 13 of G.O. No. 203, dated 19th February 1917). Attention is particularly solicited to the figures on pages 28 and 29 of G.O. No. 203, Educational, dated the 19th February 1917, from which it will be seen that in 1914-15 as many as 66 schools had a strength varying between 500 and 1,000 pupils and that in 18 schools the strength was even over 1,000. Thus the Director's proposals to open 50 new lower secondary schools and to raise the status of 27 incomplete secondary schools to that of complete secondary schools do not seem to be extravagant, especially as the number of secondary schools has fallen from 492 in 1905-06 to 340 in 1915-16.

11. *Cost of the scheme.*—The cost of raising the status of 27 incomplete secondary schools is estimated at about a lakh at the rate of Rs. 3,500 per school. The latter figure is arrived at on the basis of 20 pupils in each of the three higher forms. Recently the Government sanctioned the proposals of the Rajahmundry Municipal Council to raise the status of the incomplete secondary school at that place, and the increased cost including equipment charges was estimated at Rs. 2,200 per annum on an average, on the basis of 40 pupils in each of the three forms (G.O. No. 762 M., dated 1st May 1917). Perhaps the average cost may be taken midway between these two figures, i.e., at about Rs. 3,000 per school. The increased cost for 27 schools will then come to Rs. $27 \times 3,000 = \text{Rs. } 81,000$. The Director of Public Instruction's estimate is however only approximate and is safer.

The Director's estimate of the cost of opening 50 new lower secondary schools is also one lakh at the rate of Rs. 2,000 per school. Apparently existing higher elementary schools will be converted into incomplete secondary schools. Proposals were recently made to Government for the conversion of the elementary schools at Koilkuntla and Hosur into incomplete secondary schools and the increased cost was estimated at Rs. 1,400 in the case of the Koilkuntla school and at Rs. 937 in the case of the Hosur school. It will perhaps suffice if the increased cost is taken at Rs. 1,200 per school. The cost for 50 schools will then come to Rs. $50 \times 1,200 = \text{Rs. } 60,000$.

Thus the total recurring expenditure may be taken to be roughly $1\frac{1}{2}$ lakhs.

The Director estimates the non-recurring expenditure on buildings, equipment, etc., at from 2 to 3 lakhs. This estimate is not susceptible of check and may be accepted for the present.

12. *Sources from which the cost should be met.*—The policy of Government in the matter of secondary education is to rely on private effort as far as possible (paragraph 20, page 7 of G.O. No. 394, dated 1st May 1913). The conference appointed in G.O. No. 178, Educational, dated 17th February 1916, has made a number of recommendations with a view to increase the grants-in-aid now paid to secondary schools and the increased expenditure in respect of the institution of the scholarship system alone recommended by the conference is estimated at Rs. 83,300. The missionary societies have been hard hit by the war and it is doubtful whether any of them will be able to open new secondary schools in this Presidency in the immediate future. Efforts on the part of private associations or individuals to open new schools are spasmodic and they usually open schools in places where they are certain of good income from fees which will enable them to run the institution without much expense to themselves. It is apparently in view of these considerations that the Director of Public Instruction proposes that the new schools should be under the management of local bodies. But these bodies are hardly in a position to meet the extra cost involved and, as it is, they have to be assisted from Provincial funds even to maintain their elementary schools. In some places local bodies may be willing to bear a moiety of the cost (e.g., the recent case of Rajahmundry), but in other places the Government will probably be asked to meet the whole of the net cost (G.O. No. 762 M., dated 1st May 1917). In passing orders on the recommendations of the Decentralization Commission in respect of educational matters, the Government of India have stated (portion marked in red chalk on page 23 of G.O. No. 203, dated 19th February 1917)—

"The financial support of secondary schools which are maintained at the cost of local bodies must, therefore, in the absence of local arrangements to the contrary, be continued for the present on existing lines. But precaution should be taken to restrict by rule any tendency to increase the expenditure of local bodies on secondary schools at the expense of the interests of primary education and, when financial conditions permit, all such expenditure should be made a charge upon Provincial revenues."

In view of these observations of the Government of India, it is quite probable that the Government will be asked by the local bodies to bear the whole of the cost entailed in the proposals. Attention is solicited to the figures given in Appendix A to the report of the conference of Directors of Public Instruction held in January last from which it will be seen that the expenditure from public funds on secondary education in this Presidency is only 13 per cent of the total expenditure as against an average of 27 per cent for all India (page 21 of the report of the conference of Directors of Public Instruction).

13. It is submitted that the papers may be sent u.o. to the Financial Department in the first instance to ascertain whether Provincial funds can to any extent meet the charges involved in the provision of additional hostels and the multiplication and improvement of secondary schools.

N.K.—12-6-17.

The principles involved in the Director of Public Instruction's proposals are acceptable and the question is only one of funds. The bill we have to face as at present calculated is—

Non-recurring.		LAKHS.
Construction of additional hostels	...	50
Buildings, equipment, etc., for the new secondary school	...	3
		—
Total	...	53
		—

	LAKHS.
Raising of 27 incomplete schools to complete secondary schools ...	1
Opening of 50 incomplete secondary schools ...	1
Total ...	2

2. In a separate file the question is being considered whether schools under private management may not be aided with grants in renting buildings for hostels and in maintaining them. When orders are passed on that case, a start may be made in the provision of additional hostel accommodation for schools and colleges; and this will be the only feasible course until finances permit of outlay on permanent buildings for the purpose.

3. As regards the opening of additional secondary schools, the outlay involved does not seem to be too heavy to admit of its being adopted in the near future at least in part. If it would be possible to provide in the next budget at least a half of the amount needed, the Director of Public Instruction may be immediately asked to formulate proposals to give effect to his scheme to that extent.

C. RAMANUJA ACHARIYAR—13-6-17.

The present case is solely about hostels to secondary schools. Hostels to colleges in Madras are dealt with in another file; and hostels to colleges in the mufassal will doubtless come up for consideration.

2. The Director points out (1) that it is desirable that students should stay with parents as far as possible and (2) that owing to the paucity of high schools there is a tendency for students to congregate in towns. This latter is not healthy. It deprives the students of home influences at a plastic period of their lives. I may also point out that it is at this period students in towns are most open to deleterious influences. It follows therefore the secondary schools should be spread out more and more. The bearing of this on hostel accommodation is obvious. If a large number of the students now attending schools in towns can study elsewhere, the cost of providing hostels will become less. So the first point for consideration is how to disperse the secondary students.

3. Secondary schools are now divided into "incomplete" and "complete". The Director points out there is a real difference between the two sets of schools and it is best to discriminate them into "middle" and "high". I can add my personal testimony to the popular demand for a suggestion of this nature. However this is a different matter and the Director may be asked to submit proposals separately.

4. The bearing of this question on hostels is this. The number of students attending incomplete schools and the lower forms in complete schools is two or three times that of the number attending the higher forms in the complete schools. They are younger. Many more localities will support incomplete schools than complete schools. So far as hostels are concerned we might first attend to complete schools. Possibly in most of the incomplete schools no hostel accommodation need be provided at all.

5. I venture to indicate the following course of action :—

(a) The Director should be asked to send complete proposals for the starting of 50 incomplete schools and for the raising of 27 incomplete schools to complete schools. He must send an annual programme. Special care must be bestowed on the necessity of getting trained teachers. The figures he gives are probably too high as indicated in the office-notes above. When requirements of recurring and non-recurring charges are obtained we may consider if it be possible and how to meet the demands.

(b) On the assumption the above programme will be sanctioned, the Director may examine the requirements of existing secondary schools in towns and send proposals for hostels either by way of new buildings or hiring of fairly suitable existing houses.

6. Two other details. The Director recommends the grant should not be limited to one-half. As a matter of fact it is not. Each case is dealt with on its own merits.

7. A type-design is suggested. I think it is premature to do so. Personally I think the construction of palatial buildings is unnecessary. Students before admission are never accustomed to such residences nor after discharge can dream of living so. What we should accustom the student to is increased cleanliness and light superior to what he can get in his own home but in such a way that with effort he can graft on his home some of the requirements he has been led in his hostel life to regard as necessary for life and comfort. I write with special reference to the mufassal.

8. It seems that, for the present, at least all the new schools should be under public management. It seems also necessary that the local boards should take a greater share in secondary education and be aided by Government considerably more than at present.

R. RAMACHANDRA RAO—14-6-17.

FINANCIAL DEPARTMENT.

Please see the demi-official from the Honourable Member (Financial), dated 15th May 1917, on page 1 ante. The case relates to proposals from the Director of Public Instruction for (1) the multiplication and improvement of secondary schools, and (2) the provision of additional hostel accommodation for secondary schools.

The additional cost involved in the Director's scheme is 2 lakhs per annum recurring, and 53 lakhs non-recurring as shown below :—

(A) Recurring expenditure.

(1) Raising to the grade of complete secondary schools, 27 incomplete secondary schools (there are now 54 incomplete secondary schools under the management of local bodies)	About 1 lakh.
(2) Opening 50 new lower secondary schools presumably under the management of local bodies	About 1 lakh.
	2 lakhs.

(B) Non-recurring expenditure.

(3) Equipment and buildings for secondary schools	3 lakhs.
(4) Hostel buildings (for 6,083 students in existing complete secondary schools at Rs. 773 per student)	About 50 lakhs.
	53 lakhs.

2. Items (1) to (3).—Multiplication and improvement of secondary schools.—Attention is solicited to—

(a) Paragraphs 6-9 of Director's note dated 13th May 1917 (page 2 ante).

(b) Paragraphs 7-12 of Home office-note on pages 5-7 ante

(c) Paragraphs 3, 5 and 8 of Home Secretary's note on pages 8-9 ante.

Prior to 1906, the Educational Department used to recognise two classes of secondary schools, viz., the upper secondary (complete secondary school) and the lower secondary (teaching up to the third form). Since 1906, the recognition of lower secondary schools was discontinued. The Director and Home (Education)

[This is not *per se* a valid ground.] It is a radical change in policy, but that is for Home (Education), not Financial. consider that the older classification should be revived, there being a popular demand for the same.

L.D.

It is remarked that the net result of increasing the number of lower secondary schools and of complete secondary schools (by raising the standard of existing incomplete secondary schools) will be to diminish the number of boys requiring hostel accommodation.

Home Secretary suggests that the Director should be asked to send complete proposals for the starting of 50 incomplete schools (lower secondary schools) and for the raising of 27 incomplete schools to complete schools and to send an annual programme, and that on receipt of these detailed proposals the question of provision of funds may be considered.

The progressive annual contribution of 2 lakhs which this Government have undertaken to provide from Provincial revenues has been ear-marked for elementary education—vide page 10 of notes to G.O. No. 142, Educational, dated 11th February 1915. Attention is solicited to the Financial Honourable Member's note, dated 27th June 1917, in the case regarding increasing the resources of local bodies by relieving them of the expenditure on trunk roads. Orders are solicited whether the present proposals, which involve a recurring expenditure of 2 lakhs per annum and a non-recurring expenditure of about 3 lakhs, should not be introduced gradually, say, in a period of five years.

3. *Item (4)—Hostel buildings.*—The Director estimates the cost of constructing hostel buildings for existing complete secondary schools at about 50 lakhs. The Director remarks that if Government could find 10 lakhs a year for five years "the back of the school hostel problem would be broken." He also suggests the desirability of getting out type-designs.

Home Secretary proposes that the Director may be asked to examine the requirements of existing complete secondary schools in towns and send proposals for hostels either by way of new buildings or hiring of fairly suitable existing houses, care being taken to see that the provision of palatial hostel buildings is avoided.

With reference to the Director's suggestion that the grant from Government for hostel buildings should not be restricted to one-half, Home Secretary remarks that, as at present, each case may be considered on its merits.

It is respectfully submitted for consideration whether the total approximate expenditure of 50 lakhs for hostel accommodation should not be reduced to a figure which would represent absolute minimum requirements. If it is decided that the expenditure thus reduced (the bulk is non-recurring excepting grants for hired accommodation till buildings are constructed) is imperatively urgent and necessary, it can, it is submitted, be met, though not within a period of five years, by adopting one or the other of the following three courses—vide pages 4-7 of notes to G.O. No. 2070, Judicial, dated 1st September 1915 :—

(1) by a drawal from Provincial balances (the closing balance on 31st March 1917 is 150.21 lakhs and will, according to the budget figures for 1917-18, be increased by 12.98 lakhs to 163.19 lakhs at the end of 1917-18. Excluding 14.19 lakhs being the balance of ear-marked Imperial non-recurring grants, the Provincial balance proper is 149 lakhs);

(2) by a reduction in the non-recurring grants to local bodies for various purposes;

(3) by a curtailment of grants under 45. Public Works Department for works belonging to departments other than Education.

V.G.K.—30-6-17.

So far as the recurring expenditure goes, I think our finances can comfortably stand the strain of a lakh or two; so I don't think Financial need object to the Director of Public Instruction being called upon to formulate a definite scheme for raising 27 incomplete schools to complete schools and opening 50 new lower secondary

23
NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917 11
schools. I don't suppose it will be possible to carry out this scheme at once, and the growth in the number of schools will be gradual.

2. As regards non-recurring expenditure, the question is a little more difficult. It would of course be out of the question for Financial to agree to an expenditure of 10 lakhs a year on new hostels, even if it were possible to arrange for these hostels growing up like mushrooms all of a night.

The idea of opening new incomplete secondary schools and raising incomplete to complete is to bring the schools closer to the homes of the children, thus obviating the necessity for building hostels. I do not therefore think that, if progress is made with fresh openings, the non-recurring expenditure should be 50 lakhs, which, I take, is the Director of Public Instruction's estimate based on the understanding that new schools would not be opened. If every new school opened, and every incomplete school raised to complete, were situated, so as to feed boys going to two other schools, the need for hostel accommodation would decrease. Of course, we should require a perfect network of schools before it would be possible to say that no hostel accommodation is required; but still the fact remains that, if the localities of new schools are carefully chosen, the need for hostel accommodation in existing schools should be diminished. This would be one weapon at hand to help in "breaking the back of the hostel problem." Meanwhile, of course, it will still be necessary to build some hostels, but it is very difficult to say how much money we can put into the scheme every year. Everything depends on the state of our finances and on the demands on them. I would not, however, object to the Director of Public Instruction drawing up a building programme which would sort of dovetail in with the scheme for new schools. The programme might provide for hostels costing, say, 5 lakhs every year, and the proposals for the first and subsequent years should reach Government in time to allow of the question of funds being considered when the Education budget is under review. We will then know more or less all our liabilities and will be able to say what funds, if any, can be spared for hostels. The plan I have ventured to sketch above commits Government to nothing, but provides for matured proposals being before Government when the question of provision of funds arises.

L. E. KERSHAW—30-6-17.

I agree generally but would add that these proposals hinge on a large administrative question, i.e., whether, our funds being limited, it is not expedient at the outset to concentrate on the improvement and spread of elementary education, and to let those who desire secondary education pay for it until such time as the spread of elementary education has reached a stage rendering it possible and expedient for Provincial funds to give more help towards secondary education. What we really want is some standard coefficient—not necessarily fixed for all time but as a temporary working basis—for the distribution of available funds as between elementary and secondary education. What the standard distribution should be will always be a matter of opinion; the Government of the day must, however, decide, and without such a decision Financial ought not, in my judgment, to commit itself lightly to large outlay on secondary education, without drawing pointed attention to the fact that such outlay necessarily involves the stinting of elementary education.

L. DAVIDSON—2-7-17.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders as to circulation to His Excellency the Governor and to the Honourable Member (Financial). Please see the latter's demi-official on page 1 these notes.

P.R.—3-7-17.

C. RAMANUJA ACHARIYAR—4-7-17.

12 NOTES to G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917

This note primarily begins with the question of hostels for secondary schools.

I think in the interests of education and the proper development of the students it is clearly recognised that the students should live with their natural guardians and in the midst of their families subject to natural restraints or in hostels under the proper supervision of wardens. The Director points out a hostel per se costs more than a school. There are also difficulties of students leaving their homes at particular ages. So he recommends taking down education to the homes of the students and incidentally suggests the starting of a number of high schools complete and incomplete. If we educate, we ought to turn out properly developed students and there could be therefore no objection to the Director's policy.

2. The issue between elementary and secondary education does not arise specifically. But I would merely add that in the present stage of the country only people with education higher than elementary have any influence and it is a matter of vital concern to Government itself that secondary education is directed on proper lines. Further the spread of secondary education is also bound to react on the progress of elementary education.

It is not of course intended to prescribe any definite programme or to commit the funds of subsequent years. The Director has after consideration expressed his views on a very difficult problem and all that is necessary is to express the opinion of Government on them. Thereafter every year according to circumstances he will come up with proposals for consideration at every budget.

R. RAMACHANDRA RAO—5-7-17.

Printed and submitted. For orders as to circulation to His Excellency the Governor and the Honourable Member (Financial).

P.R.—19-7-17.

C. RAMANUJA ACHARIYAR—20-7-17.

R.R.—23-7-17.

The passages which I have marked **A** and **B** in the Director of Public Instruction's note (page 2, paragraph 6, of these notes) to Sir Alexander Cardew which begins this discussion indicate in my opinion the true view of this matter.

Speaking generally, one weakness of our system of higher education here, in secondary schools and also colleges, is the tendency in large centres towards large institutions and large classes in these institutions which reduce unduly the educationally all-important factor of the teacher's personal supervision, attention and influence. The requirements of economy are largely responsible for this centralizing tendency, but education has been and is being sacrificed.

To ~~reserve~~ it wholly or suddenly is no doubt impracticable; but we should I think recognize it, be careful to avoid encouraging it and check it wherever possible. Putting aside the question of colleges for the moment, the application of this view to secondary schools would be in short—for the reasons indicated by the Director of Public Instruction in the passages quoted above—in the first place improve and raise the standard of teaching and attainments in existing secondary schools, and secondly establish additional secondary schools rather than hostels for existing secondary schools. And in spending any funds available for this purpose, examine each case, and the circumstances of each locality, upon its merits. To allot 50 lakhs for hostels for secondary schools would be to further a wrong tendency and policy, and would probably lead to a waste of money.

reverse

It would also I think be a wholly disproportionate expenditure on that branch of education.

In connection with secondary education, and in view of the Director of Public

Already before His Excellency.

R.R.—8-8-17.

Instruction's observations in this file on the present and former distinctions between complete and incomplete secondary schools, there is a subject which might usefully I think be examined, and if

this discussion may await such examination, I will refer it to the Director of Public Instruction.

We have complete secondary schools, incomplete secondary schools, higher elementary schools, and elementary schools. I am not sure whether it is necessary to maintain the distinctions—convenient no doubt for some purposes and partly due to financial exigencies—between these four classes of schools. Greater simplicity of classification and system would in some ways be a great gain.

Increased hostel accommodation for colleges is undoubtedly required: and I shall presently have from the Director of Public Instruction the full facts. But again here, we would endeavour to counteract where possible the tendency towards centralisation and the excessive growth of existing institutions.

Another important point incidentally raised in this file is the relative proportion which expenditure upon secondary education should bear to that upon elementary education. I do not enter upon that here, though it is vital to any large expenditure upon secondary education such as is here proposed.

P[ENTLAND]—28-7-17.

I do not think that many remarks are required from me on this file. I suggest that approval should be given to the Director's proposals to open 50 new lower secondary schools and to raise to the grade of complete secondary schools 27 out of the existing 54 incomplete lower secondary schools under local board management. I do not believe that this will obviate the need for hostels for secondary schools; the population we are dealing with is so vast that even the addition of 50 lower secondary schools will only give a momentary relief (if that) to the pressure on the existing secondary schools and I think that the Director of Public Instruction should be told to encourage and aid as freely as possible proposals for the provision of such hostels. I am, however, quite content to accept the view that the establishment of additional secondary schools should have precedence of the provision of hostels for existing secondary schools.

A. G. C[ARDEW]—7-8-17.

Portion marked A in His Excellency's note above—The reference is presumably to the file dealing with the question of instituting a public examination at the end of the middle school or lower secondary course. As His Excellency has noted in that file that he would discuss the question with the Director of Public Instruction, the file has been sent to the latter. As already noted in paragraph 9 of office-note on page (supra), the Director has proposed in connection with the revision of the Madras Educational rules to classify secondary schools into middle and high schools according as they contain the first three forms only or all the six forms. The file will be submitted separately with a draft. It is for consideration whether the disposal of the above questions should be awaited before approval is accorded to the opening of 50 new lower secondary schools.

*Pres
Please print
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with the
author's name*

*File disposed
in 1175
me (25), 12-9-17*

14 NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917

2. Portion marked **B** in his Excellency's note on page 18 *supra*.—It is submitted that under the existing rules there is no sharp line of distinction between higher and lower elementary schools. Under rule 9 of the Madras Educational Rules each standard above the third should be separately recognized and rule 10 provides that in elementary schools with standards above the fourth, the headmaster should ordinarily hold a secondary trained teachers' certificate. There are also some concessions allowed under those rules to schools under public management having the four lower standards only. These are:—

(1) In those schools the rates of fees are lower than the rates prescribed for the same standards in schools having the higher classes. (Rule 84 (i) of the Madras Educational Rules.)

(2) The fees collected in schools having the four lower standards only may be appropriated by the headmaster. (Rule 84 (i) of the Madras Educational Rules.)

The Educational Conference held at the beginning of 1916 has recommended that the system of appropriation of fees in schools under public management should be abolished, the pay of the teachers being increased by way of compensation, and that one uniform scale of fees should be adopted for all elementary schools. The Director of Public Instruction is not in favour of either of these recommendations. He has however proposed that the system of appropriation of fees should be extended to schools having the *fourth* standard also. The file dealing with this and other connected proposals has been sent to the Local and Municipal Department for remarks.

So long as the concessions above referred to are maintained, the distinction in classification as regards *elementary* schools should remain.

In regard to complete and incomplete *secondary* schools there is no difference in classification. The nomenclature is only intended to indicate the number of classes in the schools. Beyond this there is no difference.

3. Portion marked **C** in his Excellency's note on page 13 *supra*.—His Excellency's instructions will be borne in mind when proposals for the establishment of additional hostels in connection with colleges come up.

4. If it is considered that instructions may issue at once to the Director of Public Instruction on the lines of the note of Honourable Member (Financial), on page 13 *supra*, the draft demi-official below is for approval.

S.K.—11-8-17.

N.K.—13-8-17.

C. RAMANUJA AOHARIYAR—14-8-17.

If there is no objection, I should like the Director of Public Instruction to see this file as important lines of policy are indicated in His Excellency's minute.

2. About **B** in His Excellency's note, it is better a demi-official issues to the Director of Public Instruction.

3. **A** is under consideration elsewhere.

4. **C** may be considered along with the report due regarding hostels: but an enunciation of the policy contained therein would be useful to the Director of Public Instruction in formulating his report. So write a demi-official to him.

The demi-official put up may issue.

R. RAMACHANDRA RAO—18-8-17.

Demi-official—from the Hon'ble Diwan Bahdur R. RAMACHANDRA RAO Avargal, B.A., Secretary to Government, Home (Education) Department.

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

Dated—the 20th August 1917.

No.—265-B/2

With reference to your demi-official letter to the Hon'ble Sir Alexander Cardew, No. C-22, dated the 13th May last, I am to inform you that the Government generally approve your

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NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917 15
proposals in regard to the opening of 50 new lower secondary schools and the raising to the grade of complete secondary schools of 27 out of the existing 54 incomplete secondary schools under public management. I am to request you to prepare and submit a complete and detailed scheme in consultation with local bodies and also an annual programme to give effect to it as funds permit.

2. The Government consider that the establishment of additional secondary schools should have precedence of the provision of hostels for existing secondary schools. I am, however, to ask you to encourage and aid as freely as possible proposals for the provision of such hostels.

With reference to the Secretary's note on page 14 supra, a draft demi-official to the Director of Public Instruction is submitted. If the file should be sent to the Director of Public Instruction u.o. the Financial Department may first be requested to state whether they have any objection to their note on pages 9-11 supra being sent to him.

S.K.—22-8-17.

N.K.—23-8-17.

C. RAMANUJA ACHARIYAR—24-8-17.

To Financial if the file can be sent to the Director of Public Instruction with all notes.

R. RAMACHANDRA RAO—27-8-17.

Demi-official—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Avargal, B.A., Secretary to Government, Home (Education) Department.

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

Dated—Ootacamund, the 27th August 1917.

No.—265-B-3.

In connection with the provision of additional facilities for secondary education, the question has arisen whether it is necessary to maintain the existing classification of schools into (i) complete secondary schools, (ii) incomplete secondary schools, (iii) higher elementary schools, and (iv) elementary schools. The distinction now made may no doubt be convenient for some purposes and may be partly due to financial exigencies, but it appears that greater simplicity of classification and system would in some ways be a great gain. I am to ask you to give your consideration to the question and favour Government with your views as to the modifications that may suitably be effected in the existing regulations.

2. One of the points on which a report has been called for in my demi-official No. 2538-A/1, dated the 9th instant, is the provision of additional hostel accommodation for colleges. In this connection I am to state that in the opinion of the Government the tendency towards centralisation and the excessive growth of existing institutions should be counteracted wherever possible, and to ask you to have due regard to this consideration in formulating your proposals.

FINANCIAL DEPARTMENT

SL I have spoken to Secretary, Home department. There is nothing in the Financial note that would be helpful from the point of view of policy. It would be necessary to obtain Honourable Member's and His Excellency's permission to send their notes out.

L. E. KERSHAW—23-8-17.

HOME (EDUCATION) DEPARTMENT.

Submitted.

S.K.—29-8-17.

N.K.—30-8-17.

C.R.—30-8-17.

The file need not go to Director of Public Instruction.

R.R.—31-8-17.

[Please let me have a copy of the printed notes and His Excellency's and Honourable Member's (first) minutes].

R.R.—31-8-17.

(Copy of the notes submitted to the Secretary separately).

S.K.—31-8-17.

16 NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917

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

To—the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO, B.A., Secretary to Government, Home (Education) Department.

Dated—Nungambakam, the 4th September 1917.

No.—146.

Please see your letter of the 27th August. There must, I think, be a distinction between secondary and elementary schools if only because different systems of recognition and aid are appropriate to each. It is also useful to distinguish between complete and incomplete secondary schools only that I would call them respectively upper and lower secondary schools. There is no difference in their treatment in respect of recognition and aid.

2. The case of higher elementary schools is somewhat exceptional. They are for pupils who want to continue their education beyond the fourth standard but who are not supposed to want English or to aspire to a secondary education. Fees in them are on an elementary school basis and they are aided as elementary schools. They are comparatively few in number but they have their use and I do not think anything would be gained by putting an end to them which would have to be done by classifying them as lower secondary schools probably at an increased expense in grants in aid. As the need is felt for their being raised to the secondary grade their managers may be expected to take action and I do not think that the department need do anything to hasten the change.

3. The one remaining barrier to pupils passing from elementary to secondary schools is the last paragraph of the Madras Educational Rules 99. The conference of March 1916 recommended the abolition of this and this proposal is still before Government.

4. What is wanted is a grade of school between the elementary school and the three highest forms of the secondary school which shall be both preparatory to them and an end school for boys who are not going further than the third form or lower secondary standard. The number of such schools will have to be increased and in view of the large demand for instruction in English they will have, I think, to be lower secondary schools with rates of fees that will cover a substantial part of their cost. The removal of any artificial barrier between the elementary and secondary school will restore the educational ladder. The allowance of free places in secondary schools also proposed by the March 1916 Conference will allow of poor boys of merit ascending it and we shall have a school system which will not really be other than simple despite the existence of a few higher elementary schools parallel with the lower secondary ones.

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

To—the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO, B.A., Secretary to Government, Home (Education) Department.

Dated—Ootacamund, the 9th September 1917.

No.—C. 108.

With reference to your demi-official No. 265 B-2, dated 20th August 1917, I am to inform you that I am circularising the inspectors of schools to furnish in consultation with local bodies details for the opening of about 50 new lower secondary schools and the raising to the grade of complete secondary schools of 27 out of the existing 54 incomplete secondary schools under public management.

I hope to submit my proposals to Government at an early date.

HOME (EDUCATION) DEPARTMENT.

Please see Mr. Stone's demi-official above. In the circumstances explained therein, it does not appear necessary to make any change in the existing classification of schools—elementary and secondary.

2. Mr. Stone's proposals for the opening of new schools and the raising of the status of some of the existing schools may be disposed of separately when received.

3. These notes may, it is submitted, be "recorded."

N.K.—11-9-17.

C. RAMANUJA ACHARIYAR—12-9-17.

Paragraph 3 of Director of Public Instruction's letter above. The matter is under consideration in another file. If the entrance fees be abolished, one real difference in treatment between elementary and secondary schools will be removed.

2. Paragraph 4 of above letter. It has been decided that it is inadvisable to discuss at present the question of a middle school public examination. But I

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4 NOTES TO G.O. No. 1210, HOME (EDUCATION), 19TH SEPTEMBER 1917 17
submit that so far as the secondary schools are concerned, there is no difference in
nature between complete and incomplete schools.

3. The real difference is between elementary and secondary schools with an
occasional sprinkling of higher elementary schools.

For the reasons given by the Director, it does not appear that further simplifi-
cation is possible.

R. RAMACHANDRA RAO—13-9-17.

P[ENTLAND]—14-9-17.

A draft order recording the papers is submitted for approval.

S.K.—15-9-17

N.K.—17-9-17.

C. RAMANUJA ACHARIYAR—18-9-17.

R.R.—19-9-17.

[G.O. No. 1210, Home (Education), dated 19th September 1917.]

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