

Home (1919) Department.
Education
Ordinary SERIES.

G.O. No. 346

DATED 19-3-18

INDEXED

[Despatch Abstract.]

Missionary Educational Council of Southern India.

Requesting the Director of Public Instruction to refer
the ----- to the orders recently issued in regard to certain
modifications in the Grant in Aid Code and the Educational
rules.

PAPERS PUT UP WITH CURRENT No. _____

Papers of the department to which the current belongs.

Number.	Date.	Original (=O) or spare copy (= S.C.).	Remarks. (In this column such of the papers as have been removed for copying, printing, etc., should be marked with a cross.)	Initials of Referencer with date in token of return to Reference department

Papers of other departments.

Department.	Number	Date.	Original (= O.) or spare copy (= S. C.)	Initials with date of (1) Referencer acknowledging returns of the paper concerned or (2) Despatcher to denote the return of the papers to the department concerned.

H O M E DEPARTMENT.
(EDUCATION)

Received



Registered

191

Subject.

Submitting with remarks memorial from the Missionary Educational Council of South India offering certain suggestions in connection with the revision of the Madras Educational Rules and the Grant-in-Aid Code.

ENCLOSURES

No.

Spare copies

Ref on Cur No. 3636/1917.

Station Ootacamund, Dated the 17th May 1917.

From (Name) The Hon. Mr. J.H. Stone, M.A. C.I.E.F.E.H.S.

(Designation) DIRECTOR OF PUBLIC INSTRUCTION.

To The Secretary to the Government of Madras,

H O M E Department.
(EDUCATION)

Sir,

I have the honour to submit to Government letter dated 30th April 1917 of the Honorary Secretary to the Missionary Educational Council of South India together with the enclosures therein referred to and to offer the following remarks on their present memorial :--

In the introductory remarks it is stated that they understand that the revision of the Grant-in-Aid Code and the Educational Rules is now contemplated and they refer to a promise that when the rules are revised, the suggestions made in their memorial of 1907 would receive due consideration. I

So no 190 of
16-3-08

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would remark that the revision now contemplated is only of such parts of the rules as may be necessitated as a result of the orders to be passed by Government on the Resolutions of the Conference of March 1916 while the revised edition of the Madras Educational Rules recently submitted to Government is a revision having as its primary aim administrative changes and not involving verbal or material alterations of such a character as to make consultation with representatives of aided education necessary. As however, the Council have thought fit to submit this memorial and to refer particularly to the agenda of the Educational Conference, I proceed to comment on the various points raised.

p. 8
flag ①
2. With reference to item 1, it will be observed from para 10 page 4 of this office letter to Government dated 1st July 1916 that ^{I have} ~~the Director has~~ not proposed to modify the existing scale of fees in elementary schools and that I have admitted that any reduction of rates would necessitate compensatory increase of grants to Mission Schools.

para 2 cap 8
8/7/15 (B)
5-8-15
3. As regards item 2, I may observe that enhancements in the scale of grants to teachers in elementary schools are expensive, that the improvements made in 1913 went as far as the financial position at that time made it possible to go, and further as Sir Alfred Bourne pointed out more than once, the enhancement then made was not intended to be final and the Department would be glad to make further increases when funds allowed. Lastly I have under consideration now the possibility of enhancing the grants to an even greater extent than the Council recommend in connection with the recurring grant of 4 lakhs provided this year by the Government of India. As regards girls' schools the Council ignore the fact, well known to them that the Director has for years made it a practice, to aid girls' schools to the extent of half the net cost under the powers given him by the last paragraph of Article 16 of the Grant-in-Aid Code. I doubt

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if any enhancement of teaching and capitation grants to girls' schools that Government is likely to approve would be more advantageous to the Missions than this concession.

4. It is not easy to defend the grant of extra capitation allowance to girls in boys' schools under public management and the refusal of a similar enhancement of capitation grant on account of girls in aided schools. The underlying idea is, I take it, that elementary schools are intended equally for boys and girls. If capitation allowances are abolished the anomaly will disappear. I am quite prepared to consider further the desirability of a clearer definition of the principle of supplementary grants for efficiency, but I cannot admit that it is in general illiberally applied.

para 3 cap 9
5. With reference to item 3, the Memorialists say that in the case of elementary schools, no aid whatever is received from Government for provident funds. This statement is open to criticism. The Missionary bodies have never, so far as I am aware, asked for such aid and if it is asked for on behalf of a scheme with suitable rules, I see no reason to suppose that grants would be refused although in the case of Mission Schools the question is complicated by the fact that teachers are often subordinate Missionaries.

para 2 cap 7 of
6. In connection with item 4, I am not disposed to go back on the scale of capitation grants which I have proposed with the express object, among others, of diminishing the proportion of capitation to teachers' grant. In my letter to Government dated 1st July 1916 I have suggested means to meet to some extent the missionary difficulty, but it may be noted that at the bottom of their suggestions is the fact that they have schools up to the second standards which have gone on for years without any higher standards being opened and are thus in

my opinion doing no educational work worth the name. Consequently as little public money as may be should be spent on these schools.

7. As regards item 5, I note that the Council first advocate the liberty of the parent which they think is restricted by the capitation allowance system and then propose means to force girls into Mission Schools. In my letter to Government dated 1st July 1916 I have proposed the abolition of these allowances.

8. As regards item 6, the proposal at the Educational Conference to abrogate the last para of Rule 99 of the Madras Educational Rules was carried by 24 votes to 7 and the seven who voted against the resolution were not all Missionaries. It may be fairly claimed that at the Conference the proposal gained considerable support from the Missionaries. With reference to other remarks in the para, I do not consider it in the least probable that incomplete secondary schools will seek to have their schools classed as Higher Elementary. On the contrary, despite the abrogation of the clause of Rule 99, the tendency in the other direction will most likely continue. Further as already remarked, it is not proposed to lower the standard rates in elementary schools. As I said on page 10, Section 4 of my letter of 1st July 1916 we may adopt a policy of 'wait and see'.

9. Regarding the last para, most of the points raised in the last item of the memorial are dealt with in the letter just referred to, page 11, Section 6 and page 14, Section 5, and I would invite the attention of the Government thereto and I will only add that we do not in practice 'too rigidly' adhere to the principle of limiting the aid given to half the net cost; for example, grants for enhancing teachers' salary, irrespective of

what the half the net cost amounted to, were given from the Government of India's recurring grant of Rs. 80,000/- for aided education and schools which suffered financially owing to the war were shown special consideration.

I have the honour to be,

Sir,

Your most obedient servant,

J. K. S. S.

Director of Public Instruction.

M. S. S.

The Missionary Educational Council of South India.

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Triplicane,
M a d r a s,
30th April 1917.

The Director of Public Instruction,

O o t a c a m u n d m



Sir,

I have the honour to forward herewith on behalf of the Missionary Educational Council of South India a memorial dealing with educational matters for presentation to the Government of -- Madras. I trust that you will be good enough to forward the same.

I have the honour to enclose for information a copy of the memorial of the Missionary Educational Council to the Government in 1907, Also the memorial to the Director of Public Instruction dated 1st November 1909 and another dated 20th March 1914 which are referred to in the present memorial.

I have the honour to be,

Sir,

Your most obedient servant,

D. G. M. Reith

Honorary Secretary.

MADRAS

May 1st, 1917

To

HIS EXCELLENCY

The Governor of Fort St. George in Council

Through

The Director of Public Instruction

MAY IT PLEASE YOUR EXCELLENCY,

We have the honour to approach Your Excellency once more in the name of the Missionary Educational Council of South India (formerly known as the Missionary Council on Aided Education), which is now so thoroughly representative of the Protestant Missionary Societies at work throughout the Presidency that it may claim to speak with authority regarding their educational efforts.

In 1907 we ventured to approach the Government of the day with a memorial expressing our dissatisfaction with a number of features of the Grant-in-Aid Code and Educational Rules of 1906. In answer the following assurance was given in G. O. No. 190 of 16th of March, 1908: 'The suggestions made by the Missionary Council on Aided Education will receive due consideration when the rules are next revised.' As we understand that such a revision is now contemplated we venture to remind Your Excellency of this promise. We have already, in our memorials to the Director of Public Instruction dated the 1st of November, 1909, and the 20th of March, 1914, expressed our gratification at the extent to which the Code and Rules have been modified in the direction desired by us. With regard to the requests which have not been granted, while we adhere generally to the views expressed in the said memorials, we do not wish at present to press for the adoption of some of our suggestions. There are, however, several matters of considerable moment which, as they were included in the published statement of subjects to be discussed at the Educational Conference of March 16-18, 1916, are understood to be at present under consideration, and it is with reference to these that we beg leave to approach Your Excellency.

1. With regard to the first item on the Conference programme we note with regret the prevailing tendency towards the lowering of the standard rates of fees for elementary schools. It seems to us that the rates are at present so low, and the list of classes entitled to concessions so large, that the imposition of fees does not constitute a barrier to the spread of elementary education. On the other hand the aggregate fee income is considerable, and any lowering of the rate would involve an appreciable reduction of the total amount available for educational purposes, the loss falling almost entirely on aided schools, many of which levy fees at rates higher than those prescribed in Rule 84. Even at present it is difficult to maintain this level in view of the pressure of competition with schools in which the rates are lower. If the standard rates are reduced, and still more if elementary education in schools under public management is made entirely free, it will become increasingly difficult for our schools to maintain their present rates. We accordingly beg to submit that in the event of such a reduction or abolition taking place justice demands that aided schools should be compensated for the loss by a corresponding increase in Government grant.

2. This leads to the question of the adequacy of the present provision for grants-in-aid. In our former memorials we have expressed our decided conviction that the rates prescribed in the Code of 1906 were entirely inadequate for all but the poorest type of school. In our memorial of 1907 we dealt with the whole matter, pointing out especially the difficulty of carrying on higher elementary schools if only Rs 36 were given for each teacher. In 1909 we went more fully into the case of well equipped girls' schools, showing by a number of definite instances that in the case of the girls' schools under mission management in the Presidency town the average reduction in Government grant would be 49 per cent, and that in mofussil schools the situation was only less grave. In answer to this the Hon'ble Sir Alfred Bourne was good enough to write a letter to our Secretary (D. O. No. 3, dated 4th of January, 1910) in which he said, 'I am making arrangements which will, I think, prevent the grant from being less than it has been in the past, provided the required standard of efficiency is maintained.' In 1913 certain changes in the Code and Rules were made (as announced in the *Fort St. George Gazette* of 12th of August). In our memorial of the 20th of March, 1914, we gratefully acknowledged these, but pointed out (1) that no provision was made for the increase in salaries which the circumstances of the time demanded; (2) that the difficulty of increasing the fee income was aggravated by the multiplication of schools in which fees, if levied at all, were levied at lower rates; and (3) that the granting or withholding of the allowance for special efficiency was left too much in the hands of subordinate members of the inspecting staff. We accordingly asked for the enhancement of the Government grants by the following means:

(1) The further raising of the graded scale for teaching grants, including the provision of a definite rate for a secondary teacher.

(2) The introduction, if possible, of some provision by which managers may be encouraged to raise the salaries of teachers from time to time without increasing their own proportion of the net cost.

(3) The grading of capitation grants according to classes.

(4) The enhancement of both teaching and capitation grants in the case of girls' schools, and of the capitation grant in the case of girls attending boys' schools.

(5) A clearer definition of the principle of supplementary grants for efficiency, and a more liberal application of the principle.

To all that we have written on this subject we adhere, and we respectfully submit that the difficulty of adequately maintaining our elementary schools, through the rise of salaries on the one hand and the difficulty of maintaining the fee income on the other, is increasing. We accordingly beg to express the hope that in the revised Code more ample provision will be made, and we venture to suggest the following scale:

Rs 36 a year for each untrained teacher.

Rs 48 „ for each trained teacher of the lower elementary grade.

Rs 60 „ for each trained teacher of the higher elementary grade.

Rs 96 „ for each trained teacher of the secondary grade.

3. In this connexion we beg to bring before Your Excellency one matter of considerable importance. Of the missions represented in the Council some are endeavouring to improve the position of their teachers by the institution of Provident Funds, on the basis of a contribution by the management corresponding to the contribution of the teacher. This adds considerably to the cost of the schools; yet in the case of elementary schools no aid whatever is received from Government. We venture to express the hope that such funds may be recognized and aided on similar lines to those followed in the case of secondary schools, or on such other lines as Government may deem best.

4. With regard to capitation grants we adhere to what we have said in former memorials regarding the need of grading the grants with a view to encouraging the retention of pupils in the higher classes. We beg now to add that in whatever revision of the rates may take place we hope that rates not lower than the present will be taken as the rates for the infant class, higher rates being given for higher classes. We respectfully submit that the reduction of the minimum rate would in too many cases mean a net loss to the school, while on the other hand a liberal scale for classes higher than the infant would do something to raise the average length of school life, and at the same time to encourage managers to maintain schools with higher standards.

The scale we suggest is as follows:

For boys: As 8 a year for the infant, first and second standards; Re 1-0-0 for the 3rd and 4th standards; Rs 1-8-0 for the 5th, 6th and 7th standards.

For girls, Muhammadans and pupils of backward classes: double the above rates.

5. With regard to capitation allowances in schools under public management we respectfully submit that if these allowances are retained such rules should be framed as may secure that the system is worked in accordance with its object. This object we take to be the securing of the regular

attendance of pupils who otherwise would not be at school at all, or attend irregularly. To attain this object the teacher is encouraged to aim at a large attendance by the inducement of a capitation grant, the idea being that this inducement will make him more diligent in his efforts to persuade parents to send their children to school. As a further inducement the grant is doubled in the case of those whose attendance it is most difficult to secure, namely, girls, and children belonging to certain backward classes. If, however, the pupils who are added to the roll are simply transferred from one school to another the object of the provision is frustrated. We accordingly hold that care should be taken to see that the allowance is not used as a means of weakening schools under private management. Holding as we do that parents should always be at liberty to choose the school which they wish their children to attend we submit that this liberty is in danger of being interfered with if teachers are tempted by higher capitation allowances to bring pressure to bear on parents to remove their children from an aided school to one under public management. The temptation is specially great in the case of girls, and we accordingly beg to support a suggestion that the extra capitation allowance for girls be not given for girls attending boys' schools unless it can be shown that no girls' school is available.

6. With regard to the proposed deletion of the last paragraph of Rule 99, we would respectfully urge that if this is done the tendency, already existing, to send pupils as long as possible to elementary schools will be encouraged, and there will be a tendency on the part of the managers of incomplete secondary schools to have their schools classed as higher elementary, in which there will be a marked difference between the fees levied and those in secondary schools. If it is decided to delete the paragraph it seems to us desirable that the Department of Education take other steps to encourage pupils who are intended for a secondary course to commence it at an early stage, not only for the sake of the pupils but with a view to preventing a loss of fee income involving additional expenditure from public funds. In this connexion we would suggest that if, as is urged by many, the standard rates of fees in elementary schools be lowered, the temptation to parents to keep their children as long as possible in elementary schools will be increased, and managers of secondary schools may find it necessary to reduce their rates in the lower classes. If so, we submit that they should be compensated for the loss by more liberal grants.

7. With regard to grants for secondary schools we adhere to what we have written in former memorials regarding the unreasonableness of adhering too rigidly to the principle of limiting the aid given to half the net cost. We accordingly hope that in the revised Code provision will be made for more liberal aid in cases where the circumstances of the school make such aid necessary, provided of course that the efficiency of the school is such as to warrant the increase. We adhere to our view that in calculating the income and expenditure of a school allowance should be made for scholarships given to poor and deserving pupils. Further, in view of a question which has recently been raised, we venture to express our conviction that schools which employ full time European teachers should receive as aid not less than half of their actual

salaries, and that in the case of part time European teachers a proportion should be allowed. It seems to us that so long as Indian education is on western lines the advantages of having European teachers are obvious, and that their employment should be encouraged by adequate grants.

We accordingly beg leave to ask Your Excellency to take our views into consideration in the revision of the Code and Rules which is now under contemplation.

And your memorialists will ever pray.

W. MESTON

President

Missionary Educational Council of South India

J. M. SAUNDERS

Secretary

American Advent Mission

LEWIS R. SCUDDER

Secretary

American Arcot Mission

A. M. BOGGS

Secretary

American Baptist Mission

E. NEUDOERFFER

Secretary

American Evangelical Lutheran Mission

C. STANLEY VAUGHAN

Secretary

American Madura Mission

C. E. TURNBULL

Secretary

Australian Presbyterian Mission

B. LUTHI

President

Basel Mission

A. A. SCOTT

Secretary

Canadian Baptist Mission

W. MALLIS

Secretary

Ceylon and India General Mission

D. H. GILLAN

Acting Secretary

Church of Scotland Mission

12/6
D. BEXELL

Secretary

Church of Sweden Mission

E. LANGDALE-SMITH

Secretary

Church Missionary Society

K. HEIBERG

Chairman

Danish Evangelical Lutheran Mission

E. B. BROMLEY

Secretary

Godaveri Delta Mission

BERNARD LUCAS

Secretary

London Missionary Society

JOHN TULEY

Salvation Army, Madras

G. HERBERT SMITH

Secretary, Madras Diocesan Committee

Society for the Propagation of the Gospel

E. A. BOOTH

Secretary

Strict Baptist Mission

J. H. MACLEAN

Secretary

United Free Church of Scotland Mission

C. H. MONAHAN

General Superintendent

Wesleyan Mission, Madras

A. A. THOMAS

Chairman

Wesleyan Mission, Negapatam

and Trichinopoly District

D. G. M. LEITH

Secretary

Missionary Educational Council of

South India

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MADRAS,
11th April, 1907.

To

HIS EXCELLENCY

The Governor of Fort St. George in Council.

MAY IT PLEASE YOUR EXCELLENCY,

We, your Memorialists, are the members of a Council on Aided Education representative of eighteen Protestant Missionary Societies engaged in the work of Education in all parts of the Presidency of Madras. We have the honour now to address Your Excellency on the subject of changes recently made in the Grant-in-aid Code and in the Educational Rules.

2. We would respectfully remind Your Excellency that Aided Education plays a very large part in the educational system of this Presidency and we would point out that Managers have embarked on this enterprise on the faith of the declared policy of Government, which was originally set forth in the Educational Despatch of 1854 and which has been re-affirmed from time to time since. We would specially draw attention to paragraphs 51 and 52 of that Despatch, where the Directors of the East India Company say :—

“The consideration of the impossibility of the Government alone doing all that must be done in order to provide adequate means for the education of the natives of India, and of the ready assistance which may be derived from efforts which have hitherto received but little encouragement from the State, has led us to the natural conclusion that the most effectual method of providing for the wants of India in this respect will be to combine with the agency of the Government the aid which may be derived from the exertions and liberality of the educated and wealthy natives of India, and of other benevolent persons. We have, therefore, resolved to adopt in India the system of grants-in-aid which has been carried out in this country (England) with very great success ; and we confidently anticipate, by thus drawing support from local resources, in addition to contributions from the State, a far more rapid progress of education than would follow a mere increase of expenditure by the Government : while it possesses the additional advantage of fostering a spirit of reliance upon local exertions and combination for local purposes, which is of itself of no mean importance to the well-being of a nation.”

The policy here set forth was emphasised by the Education Commission of 1882, which in para. 475 of its Report recommended “that while existing State institutions of the higher order should be maintained in complete efficiency wherever they are necessary, the improvement and extension of privately managed institutions be the principal care of the Department. . . . The rules should therefore be such as to make it clear that to evoke, guide and strengthen private effort is the object to which the main attention of the Department should always be given.” In paragraph 497 of the Report, the Commissioners further say :—“In all our recommendations we have therefore kept the principle in view that the main attention of the Department should be given to evoking and strengthening private effort, and that its success must be largely judged by the increase in the number and efficiency of aided or self-supporting institutions under private management that has resulted from its care.”

The Government of India accepted these recommendations as embodying its educational policy. Again, in its order of 28th October, 1899, reviewing the Quinquennial Report on Education, it re-affirmed its adherence to that policy, whilst more recently still in 1904 in its Resolution on *Indian Education Policy*, the Government of

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India accepted the policy of the progressive devolution of Primary, Secondary and Collegiate education upon private enterprise. This policy in its application to primary instruction was referred to by the Government of Madras in its Order, dated 22nd December, 1902, in the following terms:—"It is however to private efforts that the Director must continue to look principally, and it is therefore on the importance of increasing the payments of grants-in-aid that the Government would chiefly insist."

3. It is the belief that this policy so clearly stated and so emphatically re-affirmed, would be consistently carried out that has encouraged private individuals and bodies to give much of their time to the establishment and management of schools and to contribute largely to their support. In the year 1904-1905, the number of Educational Institutions in the Presidency was 27,648, and of these 24,545 were under private management, and out of 971,242 pupils receiving instruction 791,800 were being educated in schools carried on by private managers. In other words 88 per cent. of the schools in the Madras Presidency are either maintained wholly or in part by private individuals and 82 per cent. of the whole number of scholars are studying in such schools. Towards the maintenance of these institutions Rs.21,71,801 were contributed by the Managers. It will be seen therefore that the relations of the State to private effort is a matter that vitally affects the interests of more than four-fifths of the schools and scholars in the Presidency. Your Memorialists do not claim to represent all the bodies engaged in the maintenance of Aided institutions, but they do represent a large number of the most influential of them. Moreover a large proportion of the Rs.21,71,801 from private sources is contributed by those bodies to which your Memorialists belong.

4. The actual relation of Government to private institutions is set forth in the Grant-in-Aid Code and the Educational Rules. The Rules lay down the conditions upon which Government will recognise an institution and the Code states the conditions on which a school so recognised may receive financial aid and regulates the amount of such aid. On May 23rd, 1906, a new Grant-in-aid Code was issued and some months later a revised set of Educational Rules. In these two documents there are changes not simply of detail, but of so wide and far-reaching a character as in the opinion of your Memorialists to imply a change of policy on the part of the Madras Government. It is that this point may be definitely settled that we now address Your Excellency in Council.

5. *Elementary Schools.*—One of the main features of the new Grant-in-aid Code and of the revised Educational Rules is the distinction which they make between Elementary and Secondary education. Your Memorialists approve of this distinction being clearly maintained, provided that no injury is done to the spread of education.

According to the Code, Elementary schools are to receive aid on the principle that the amount of grant shall vary according to the number and qualifications of the masters and according to the number of scholars in attendance. This principle is well adapted to the conditions of Elementary schools, but your Memorialists would point out the following grave objections to the way in which practical effect has been given to it:—

- (a) The grant of Rs.36 a year for each trained teacher or teacher of proved ability together with As.8 for each pupil in average daily attendance is ill-suited to the needs of schools only of the very lowest grade, that is, schools in villages in which the highest class is the second or third standard. In schools in which the highest class is the fourth standard and in which there are therefore five classes a better paid staff is required and for such schools the grant of Rs.36 a year towards the salary of each teacher is inadequate. In schools with a fifth, sixth or seventh standard class, which Elementary schools in towns usually have, and for the teachers of which correspondingly higher salaries must be paid, this grant is wholly inadequate.
- (b) In former Codes, grants at specially favourable rates were given to Girls' Schools. There is no such provision in the present Code. As, according

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to the definition given in the Code, the majority of schools for girls are Elementary, its provisions will bear peculiarly hard upon them. In those Elementary Girls' Schools in which managers employ as the Headmistress a lady educated in Britain or America, the grant of Rs.3 a month towards the salaries of such ladies is conspicuously inadequate.

- (c) Further, the uniform grant of As.8 for each pupil in average attendance without reference to the class in which the pupil is reading will certainly have the effect of accentuating the disparity that already exists between the numbers of pupils in the lowest classes compared with those in the higher. In Elementary schools, it is much easier to get children to enter the Infant Standard than to retain them in the third and fourth Standards.

Chapter VI of the new Educational Rules contains Additional Regulations for Elementary schools under public management. A consideration of these will in the opinion of your Memorialists clearly show the inadequacy of the grants for Elementary schools under private management and seems to justify the fear of your Memorialists that the Government of Madras have changed their policy. These regulations deal with the number of teachers to be employed, their salaries, the capitation allowances for attendance and the fees to be charged. Your Memorialists accept these regulations as indicating what should be the practice in all recognised institutions, not those alone under public management. The contrast between the grants permitted by the Code to be paid from public funds to Elementary schools under private management and the expenditure which according to the Educational Rules is to be borne by public funds in similar schools under the management of the Department is very marked. In a school under public management, i.e., a Board or Municipal School, with only four standards, the fees may be appropriated by the Headmaster in addition to his salary. Supposing a similar arrangement with regard to the fees to be adopted in an Aided school with the same number of classes, then if four Masters are employed, under the Grant-in-aid Code an Aided school would receive only [Rs.36 × 4] Rs.144 a year, whilst the cost to be borne by public funds in the case of the school managed by the Department will be Rs.45 a month [Rs.15 + Rs.12 + Rs.10 + Rs.8] or Rs.540 a year. If the school contained five, six, seven or eight classes the disparity in treatment would be more marked still, for the Educational Rules contemplate salaries of Rs.40, Rs.30, Rs.25 and Rs.20 being paid to these higher masters in a Departmental school whilst the Grant-in-aid Code allows only Rs.3 a month to be given from public funds to masters in an Aided school who are paid at the same rates.

Again, with regard to the capitation allowances in a school under public management, if it is a Boys' School attended by non-backward classes, an allowance of one Rupee a year for every pupil in average daily attendance will be given to the teachers from public funds, whilst to the Manager of a similar Aided school, a grant of only As.8 is made. If the school is one for backward classes, Rs.2 per head is given to the teachers in the Board or Municipal school whilst to the similar Aided school, only As.10 is given. If the school is one for Girls, Rs.2 from public funds is given to the teachers in the Board or Municipal school, whilst a grant of As.8 is all that the Manager of a similar Aided school can expect. Moreover, in those places where now a Board school and an Aided school are found under similar conditions, the tendency must be for the Board school to draw all the pupils to itself, at any rate the teachers of the Board school have a strong inducement to use their influence to draw away the pupils of the Aided school. With such marked preference given to schools managed by the Department, it is unreasonable to expect private individuals either to come forward to establish schools or to continue to maintain the schools which they have already established.

A further regulation which has already proved injurious to Elementary schools of the better class is the proviso in a footnote to the heading of Chapter IV. of the Code which requires that any pupil who having read in the fifth, sixth or seventh standard of

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an Elementary school wishes to continue his education in a Secondary school, whatever his attainments may be, must be placed in the fourth class of the Secondary school. This proviso militates against the interests of *all* Elementary schools, whether under public or private management, and your Memorialists are aware that schools under public management have already suffered. The effect of it, however, in the case of Aided schools is more serious, for while managers not only have their fifth, sixth and seventh standard classes depleted of scholars, they also have at the same time the prospect of a large reduction in their grants. A proviso such as this defeats the very object for which the distinction between Elementary and Secondary education has been made, as the effect of it is to induce parents to place their children in Secondary schools from the very beginning of their school career.

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6. *Secondary Schools.*—The main feature of the Chapter of the Code dealing with Teaching Grants to Secondary schools is the principle laid down in Rule 33 that the grant allowed to an institution will ordinarily be equal in amount to the "income from private sources," expenditure by the management on scholarships and reductions of fees being left out of account. Your Memorialists believe that such a principle whilst presumably just in certain cases cannot be laid down as one applicable to all Secondary schools whether for Boys or Girls or whether situated in advanced or backward Districts.

The Report of the Indian Education Commission of 1883 has been referred to as if it approved this principle. The paragraph alluded to is number 476, and we venture to quote it *in extenso* :—

"It is an important element in the grant-in-aid system that part of the expense of the Aided institution should be provided by its managers from private resources of their own. As to the share of the total expense that should thus be provided from private resources, no absolute rule can be laid down, nor is it possible to say what proportion of the total expenditure the State will find it necessary to afford if the institution is to be maintained. Everything depends on the ability and disposition of the managers, and on their zeal in the cause of education. Some managers will persevere in their efforts, although nearly all the expense that is not met by fees be thrown on them. Others will be discouraged and will retire if the larger proportion of the deficiency left, after reckoning the fees, is not awarded to them from public funds. In a rough and general way it may be perhaps laid down, though certainly not as a rule to be universally applied, that the sum necessary to supplement the amount of self-support attained by the institution may be equally divided between the managers and the State. This can only be taken as an approximate average of what the rate ought to be. In wealthy Districts where education is appreciated, it might justly be considerably less. In backward Districts, it might with equal justice be considerably more. Thus in the case supposed, if a Departmental institution, being self-supporting to the extent of 40 per cent. of its entire cost, needs 60 per cent. of that cost to be furnished by the State, it may be held that, since an Aided institution providing instruction of the same grade will also require 60 per cent. of its entire cost to be supplied from without, half of this, or 30 per cent. may be reasonably expected from the State. In some cases no doubt a grant of less than half the deficiency after fees have been deducted will enable an institution to do the work it aims at, especially if it has any endowments to fall back on; but in other cases, a grant of less than half the deficiency might result in the loss of the institution to the general system of education. The only real security that the amount of aid necessary in each case will be given depends on an earnest desire on the part of the Head of the Department to encourage private effort to the full. Still, for the purposes of this section of the present Chapter, the principle of the deficiency being equally shared between the managers and the State may be taken as a practically satisfactory guide. It may be observed that this principle would enable the State, in cases where private effort can be elicited, to secure the provision of the means of Collegiate and Secondary education at less than one-fourth of the expense at which such education is at present provided by direct departmental agency. We have already seen, that Aided Colleges and Secondary schools cost on the average only half as much as similar departmental institutions. According to the general principle explained above, the proportionate rate of aid to be afforded by the State to an Aided institution would be half the ratio of the State expenditure to the whole expenditure on a departmental institution of the same class. Hence the whole cost of the Aided institution being one-half, and the proportionate rate of aid being also one-half, the net outlay of the State on the Aided institution would be one-fourth of its outlay on the departmental institution.

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This, however, refers only to strictly educational funds. In the case of the Aided institution the State would further save whatever expenses are incurred on account of pensions to the teachers employed in the departmental institution, and also a large part of the expenses incurred for buildings.

"As the result of these considerations, it may be held that the aid afforded is fairly sufficient or at least not manifestly insufficient, when it bears to the entire cost of the Aided institution half the ratio which the expenditure from public funds bears to the entire cost of a similar and similarly situated institution managed by the Department directly."

It will be seen that the principle embodied in the Code as regulating aid to Secondary schools is here spoken of as one "certainly not to be universally applied" in fixing the amount of aid, but as a "practically satisfactory guide" to determine the economic advantage to the State of providing Collegiate and Secondary education by means of Aided institutions rather than by Departmental ones. That the Commission had no intention of making this a hard and fast rule is established by the fact that while they recommend in para 552, 13 (b), (page 476), that the amount of State aid (exclusive of Scholarships from public funds) do not exceed *one-half of the entire expenditure* on an institution, there is no recommendation that the amount of aid from public funds shall not exceed the "income from private sources." The principle laid down in the closing words of the quotation is the only statement in the Report as to the adequacy of a grant and it is a wholly different one from that laid down in the Code.

Your Memorialists therefore deprecate the introduction of the principle of Regulation No. 33 as one of rigid application. In the most advanced Districts and under favorable conditions the proportion of aid promised may be sufficient to call forth private effort and to enable private managers to maintain Secondary institutions in efficiency, but in backward Districts, and especially in the case of Girls' Schools, the principle, if rigidly adhered to, will lead to the closing of many schools under private Management. The progress of Secondary Education will thus meanwhile be seriously retarded and ultimately Government will have to place a heavier burden on public funds by opening schools of their own.

In regard to Secondary schools, the requirements of the Department are in some particulars most exacting. In Rule 28, dealing with the proportion of teachers to pupils it is laid down that in all Secondary schools with classes above the fourth there shall be not only a teacher for every class, but a Headmaster in addition and also the necessary pandits, drawing-masters, and other instructors of special subjects. In Girls' High Schools, in which according to the returns of the Department, in the fourth, fifth, and sixth forms there is an average of only 21 pupils in each school, it is necessary according to this Rule to employ four teachers, who must either be trained graduates or satisfy the Inspectress of their qualifications, in addition to the pandit and other special instructors. A rule that thus throws such unnecessary expense upon the Manager, unless relaxed, must prohibit the development of the higher education of girls. In regard to the maximum number of pupils in any class, the rule is stricter in Aided than in Departmental schools. Rule 29 says "no additional pupil shall be admitted to a class when there are already 40 pupils upon the rolls in that class" whilst the corresponding rule for Departmental schools reads "without the sanction of the Director the strength of a class shall not continuously exceed 40."

7. *Status of Private Managers.*—The Grant-in-aid Code and the new Educational Rules taken together have effected a significant change in the status of the private manager. In almost every detail he must follow the rules of the Department or act according to the instructions of the Inspector. He has little or no choice in regard to the building, the furniture and the apparatus of his school. The number of teachers he shall employ and their qualifications are prescribed. The Inspecting officer has power to declare a teacher unfit to teach a particular subject, even though such teacher may be qualified under the Rules; and if such teacher is employed after being declared unfit the same officer may withdraw recognition. The course of studies and the time-table must be drawn up in consultation with him. The number of days in a year on which the school shall

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meet, and the number of hours of school work each day are laid down. The Inspecting officer has power to order the removal of a pupil from one class to another if he deems it desirable and no book other than books for religious instruction shall be even brought into the school by either teacher or pupil unless it has been approved by Government.

8. *Colleges.*—The University regulates the internal working of Colleges, but the financial aid is determined by the Grant-in-aid Code. The principle of making everything depend upon the officers of the Department is here carried to an extreme. Rule 40, Chapter, V, says that the amount of grant given on behalf of a College will be determined by the Director after taking into consideration all the circumstances of the case. Again, Rule 41 says: As a condition of the continuance of the grant or any portion thereof the Government reserve to themselves the right to prescribe any particular line of action to be taken by the management in regard to any matter affecting the College. In this connection your Memorialists desire to draw attention to the remarks of the Education Commission of 1883. In para 491 they say that a condition essential to the success of private effort is that its freedom be not interfered with.

“There should be a clear understanding that a grant is not to be used as a means of coercing managers into adopting the views of the Department. It is no doubt conceivable, though in a high degree unlikely, that there may be so radical a difference between the views of the managers and those of the Department that the latter may judge a school to be positively injurious. In that case the grant should be frankly refused or withdrawn. To use the grant as a means of pressing the school into the mould of a Departmental school is opposed to the whole principle of relying upon private effort. The personal interest and zeal which it is the very idea of the system to appeal to is always strongest in those who have views on education to which they desire to give practical effect. If such men are to help the State they must have freedom. Any disadvantages that may be incidental to such freedom are a small price to pay for its many benefits. . . . This must not however be understood to mean that managers are to be subject to no authority, or that their schools may be as inefficient as they please. Control is as necessary as freedom and control must rest with the Department.”

Your Memorialists desire no larger measure of freedom than that contemplated by the Education Commission, but it is manifest that the Code places them and the institutions which they manage entirely in the hands of the Department and deprives them of every vestige of free action.

9. Your Memorialists are aware that it has been stated that a Conference of representative managers of Aided schools with officers of the Department was held before the new Grant-in-aid Code was adopted and that no objection was raised at that Conference to the proposed changes. Your Memorialists would point out (1) that many of the matters objected to are new provisions of the Educational Rules and that managers of Aided schools were not consulted in their revision; (2) that though a Conference of a few representative managers with officers of the Department was held on October 24th and 25th, 1905, the resolutions of that Conference have not as in the case of former Conferences been made public; and (3) that in the letter of the Director of Public Instruction to Government, dated 12th April, 1905, Cur. No. 3460 of 1905, which was laid before the Conference as containing the subjects for discussion, few, if any, of the points which your Memorialists take exception to are referred to, and that even these were not discussed.

10. While your Memorialists have not touched upon all the details they take exception to, they would in conclusion respectfully submit that in view of the facts they have cited they are justified in regarding the Educational Rules and the Grant-in-aid Code now in force as the initiation of a new policy on the part of the Government of Madras. They therefore approach Your Excellency in Council with the request that it may please Your Excellency to introduce with as little delay as possible such amendments in the rules of recognition and in the conditions on which grants-in-aid are given as will enable them to continue to participate in the great task of educating all classes of the people of this Presidency. Should adequate assurances be given them that it is still the policy of the Government of Madras to encourage private effort, Your Excellency may confidently

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rely on the continued co-operation of your Memorialists with Government both in raising the standard of education and in extending its benefits to those who do not now enjoy them.

And your Memorialists will ever pray.

JAMES COOLING,

*Honorary Secretary,
Missionary Council on Aided Education,
Chairman and General Superintendent,
Wesleyan Mission, Madras.*

G. HERBERT SMITH,

*Principal of S. P. G. Theological College,
and Secretary, Madras Diocesan Committee of the Society for
the Propagation of the Gospel in Foreign parts.*

J. M. RUSSELL,

*Bursar and Manager,
Madras Christian College.*

E. SELL,

*Secretary, Church Missionary Society,
and Church of England Zenana Missionary Society.*

F. L. MARLER,

*Secretary, South India District
Committee, London Missionary Society.*

J. H. WYCKOFF,

*Secretary and Treasurer, Arcot Mission
of the Reformed Church of America.*

K. PAMPERRIEN,

*President, Leipsig Evangelical
Lutheran Mission.*

J. H. MACLEAN.

*Secretary, United Free Church of
Scotland Mission.*

J. HERMELINK,

*Chairman, Basel German
Evangelical Mission.*

H. RICE,

Church of Scotland Mission.

J. P. JONES,

*Secretary, Madura Mission American Board
of Commissioners for Foreign Missions.*

D. DOWNIE,

*Treasurer, American Baptist
Missionary Union.*

J. H. HARPSTER,

*Superintendent, American Evangelical
Lutheran Mission.*

W. SKINNER,

Principal, Madras Christian College.

- A. E. HENDERSON,
*Church of Scotland Women's
Association, Madras*
- L. B. WOLF,
*President, India Conference of
General Synod American
Evangelical Lutheran Church.*
- JOHN LAZARUS,
*Missionary, Danish Lutheran
Missionary Society.*
- ARTHUR A. DIGNUM,
*Superintending Missionary,
S. P. G., Tuticorin and Pudukotta Districts.*
- E. WEBSTER,
*Chairman and General Superintendent,
Wesleyan Mission, Negapatam and
Trichinopoly Districts.*
- B. LUCAS,
*Manager, London Mission Schools,
Bellary District.*
- W. C. PENN,
*Principal, Noble College, Masulipatam
Church Missionary Society.*
- J. A. SHARROCK,
*Superintending Missionary,
S. P. G., Trichinopoly.*
- J. P. COTELINGAM,
*Principal, Wardlaw College, Bellary,
London Missionary Society.*
- G. PITTENDRIGH,
*Professor of English,
Madras Christian College.*
- A. A. THOMAS,
*Principal, Training Institution, Guindy,
Wesleyan Missionary Society.*
- A. W. BROUGH,
*Manager of Elementary and Secondary
Schools, Erode, London Missionary Society.*
- R. EWING,
*Secretary, Young Men's Christian
Association.*
- A. ANDREW,
*United Free Church Mission,
Chingleput.*

MADRAS, 1st November, 1909.

From the Missionary Council on Aided Education

To the Director of Public Instruction :

SIR—We have the honour to approach you in the name of the Missionary Council on Aided Education, a body representative of twenty Protestant Missionary Societies engaged in educational work all over the Presidency, and having in their schools and Colleges about 1,80,000 pupils.

In a memorial to His Excellency the Governor-in-Council, dated 11th April, 1907, the Council on Aided Education drew His Excellency's attention to the policy of the Government of India regarding aided education which had been set forth in the Educational Despatch of 1854, and re-affirmed by the Educational Commission of 1882 and also in resolutions of Government passed in 1889 and 1904. The Council pointed out that this policy seemed to be departed from in the Grant-in-Aid Code and Educational Rules issued by the Government of Fort St. George in 1906, and asked Government for a definite declaration on the subject. The Council proceeded to refer to a number of provisions of the Code and Rules that bore hardly on aided institutions, and asked for the introduction of such amendments as would enable the memorialists to continue to participate as largely as ever in the task of educating all classes.

To this memorial the following reply was received :—

G. O. No. 190. Dated 16th March, 1908.

From the Honorary Secretary, Missionary Council on Aided Education, dated 13th April, 1907.

From the Director of Public Instruction, dated 24th April, 1907.

Order :—

The members of the Missionary Council on Aided Education have submitted for the consideration of Government a memorial containing certain criticisms on the changes introduced in the Grant-in-Aid Code and the Educational Rules issued in 1906.

2. Some of the objections of the memorialists have been met by alterations which have been made since the Code and Rules were published. The other points raised in the memorial have been under the consideration of Government, who, however, are not prepared at present to take any action with regard to them. The working of the new rules is being carefully watched and until the Government have had further experience of them they

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do not consider it advisable to bring the rules under general revision. The suggestions made by the Missionary Council on Aided Education will receive due consideration when the rules are next revised.

3. The Honorary Secretary of the Missionary Council on Aided Education will be informed accordingly.

(True Extract)

(Signed) C. A. SOUTER,
for Ag. Secretary to Government.

With this reply the Council on Aided Education was doubly disappointed, for in the first place the request for a declaration as to policy was ignored, and in the second no prospect of any speedy amendment of the Code and Rules was held out. In the hope, however, that the contemplated revision would very soon become necessary the Council took no further action for the time; but when another year had elapsed, and it was ascertained by inquiry that no immediate revision was in prospect, the Council, in view of the urgency of the situation, resolved to approach you.

In doing so we are not unmindful of the alterations referred to in the Government's reply. These alterations, however, go but a little way to meet our difficulties. In the hope that the justice of our principal contentions would soon be admitted and the necessary aid granted we have been doing our utmost to maintain our schools unimpaired in strength and efficiency. Had the requirements of the Code and Rules been in all cases strictly enforced we should ere this have had to close a number of schools, or carry them on with a less expensive staff. But we have no guarantee that such temporary concessions as have been allowed will be continued, and indeed the withdrawal of some of them has been definitely announced. We are thus faced with a serious problem. The uncertainty which prevails is seriously affecting our work as educationists, and unless it is speedily brought to an end the process of closing or reducing, already begun, will go on with great rapidity. When we say that the schools whose stability is threatened are in many cases no new ventures, but institutions which were the pioneers in their several departments, some of them having gone on continuously for more than half a century, our anxiety on their behalf will be readily understood.

It is not our intention to traverse again all the ground covered by the memorial referred to, though we see no reason to depart from the views therein expressed. We may find it necessary at an early date to ask Government for a definite answer to our request for a declaration regarding its policy. Meanwhile the pressure brought on our funds is so great that the Council we represent has deemed it advisable to bring to your notice without delay the most urgent features in the situation.

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I. Elementary Schools for Girls

In endeavouring to show the effect of the introduction of the Code and Rules we have found it desirable to deal separately with elementary schools for girls. We are aware that no distinction is made in either the Code or the Rules, but in our judgment the preservation of the distinction is still necessary. We find that while girls of the lowest castes, if they can be induced to attend school at all, may be taught along with boys, in all other cases separate schools for girls must be maintained. This being the case, we deeply regret the absence from the Code of all preferential treatment for girls—an absence in striking contrast with the provision in the Rules for Elementary Schools under public management, *viz.*, that teachers in Board and Municipal Schools may draw for girls a capitation grant of Rs. 2, as against Re. 1 for boys.

In former Codes the difference was allowed for. Since girls cannot, in the present state of public opinion, be expected to pay the same fees as boys, the cost of maintaining girls' schools is necessarily greater. Many of the schools, too, have had the advantage of the supervision of European ladies, and are well staffed and equipped. Apart from the supervisor's grants, which, though available for all qualified supervisors, were seldom drawn except in girls' schools, allowance was made for these differences by the provision that trained female teachers were entitled to a grant equal to half their salary, while male teachers received only one-third. Grants were also allowed for conductresses. When the fixed-grant system was adopted, such schools received a consolidated allowance which in most cases was at least equal to the maximum they had obtained on the former system. Under the system now introduced, on the other hand, no allowance is made either for the absence of fees on the one hand or the superiority of the education on the other. This means that the entire additional cost falls on the management. As we shall have occasion to point out later the grants allowed for all elementary schools, other than schools with only the lowest classes, are inadequate. The combined effect of this inadequacy and of the failure to give preferential treatment to girls' schools is to reduce the grants so seriously as to lead to the present critical situation.

With a view to finding how the new system actually affects the girls' schools of the missions we represent, the Council issued a circular to managers. The replies, while not covering the whole field, are sufficiently representative, and, we believe, sufficiently accurate, to furnish the basis of a broad generalisation. The general conclusion may be stated thus: in the case of small village schools for girls, or in which girls preponderate—that is to say schools of the class formerly aided on the results-grant system—the grant expected under the Code is not materially affected, being even in some cases slightly larger than before. It is entirely

Elementary Schools for Girls in the Presidency Town.

different, however, with the schools in towns. In these the reduction now enforced, or about to be enforced, is so serious that such schools, if kept on at all, will inevitably tend to deteriorate in efficiency.

The loss entailed by the application of the Code is most notably felt in the case of schools in the Presidency town, as the following figures will show :

1	2	3	4	5	6	7	8	9
Mission.	Number of Elementary Girls' Schools.	Total Cost 1908-1909.	Nett* Cost to Mission 1908-1909.	Average grant for the three years ending 31st March, 1909.	Grant for the year ending 31st March, 1909.	Grant for 1909-1910 calculated on Art. 15 in Code.	Percentage of Loss compared with average (Col. 5).	Percentage of Grant in relation to Nett Cost.
1 United Free Church of Scotland Mission	5	11,795 14 1	5,675 7 1	3,966 0 0	3,900 0 0	1,675 0 0	58	30
2 Church of Scotland Zenana Mission ..	3	9,478 13 0	4,798 15 0	3,500 0 0	3,500 0 0	1,176 0 0	66	25
3 Wesleyan Mission† ..	6	4,996 5 1 (2,325 2 2)	2,510 3 1 1,425 2 2	1,701 10 0 900 0 0	1,594 0 0 900 0 0	1,437 0 0 (Nil)	45	37
4 American Baptist Telugu Mission ..	2	3,356 5 0	2,858 8 6	887 0 0	661 1 0	484 0 0	45	20
5 London Mission ..	8	6,527 8 0	..	2,139 0 0	1,642 0 0	1,470 0 0	31	..
6 Church of England Zenana Mission ..	10	14,265 11 3	9,637 6 3	3,563 5 4	3,394 0 0	2,226 0 0	37	23

* That is actual cost after deducting fees and grants.

† The second row gives the figures for cost of European Lady Supervisor. This has not been included in the figures of the first row.

Elementary Schools for Girls in the Mofussil Towns.

It will be seen that taking these schools together the loss entailed amounts to 49 per cent. of the average grant earned for the years 1906-9, and in the case of one mission the loss is as much as 66 per cent.

It will be seen also from column 9 that instead of the cost, after allowing for fees, being divided equally between Government and the management, the Government share has always been less than that of the management, and becomes much smaller under the Code.

The situation is only less grave in the mofussil towns, as the following instances will show :

1	2	3	4	5	6	7	8	9
Missions.	Number of Elementary Girls' Schools.	Total Cost 1908-1909.	Nett Cost to Mission 1908-1909.	Average grant for the three years ending 31st Mar. 1909.	Grant for the year ending 31st Mar. 1909.	Grant for 1909-1910 calculated on Art. 15 in Code.	Percentage of Loss compared with Average (Col. 5)*	Percentage of Grant in relation to Nett Cost.
Tanjore (S. P. G.) ..	4	4,543 9 2	2,139 0 0	1,877 0 0	1,726 0 0	1,330 0 0	20%	62%
Cuddalore (S. P. G.) ..	1	479 12 0	111 5 0	243 0 0	229 0 0	184 0 0	24%	166%
Chingleput (U. F. C.) ..	1	2,142 6 10	1,113 9 10	850 0 0	850 0 0	295 8 0	65%	26%
Conjeeveram (U. F. C.) ..	3	2,891 13 8	1,384 12 2	1,400 0 0	1,400 0 0	610 0 0	56%	44%
Tinnevely† (C. M. S.) ..	46	16,448 0 0	10,590 0 0	6,186 0 0	5,657 0 0	5,000 0 0	19%	47%
Ellore (C. M. S.) ..	1	1,351 14 3	1,119 12 3	450 0 0	100 0 0	105 0 0	77%	9%
Dummagudam (C. M. S.) ..	1	456 9 8	256 9 8	268 5 0	200 0 0	180 0 0	93%	70%
Madura (A. M. M.) ..	4	3,431 15 8	2,634 15 8	1,259 0 0	797 0 0	932 8 0	26%	35%
South Canara (B. G. M.) ..	5	2,796 6 9	1,617 6 9	1,352 0 0	1,109 0 0	996 0 0	26%	61%
Malabar (B. G. M.) ..	5	3,686 11 9	1,884 1 3	1,595 0 0	1,638 0 0	992 0 0	38%	54%
Bellary (L. M. S.) ..	4	2,692 0 0	2,014 0 0	723 0 0	618 0 0	600 0 0	17%	30%
Salem (L. M. S.) ..	7	5,354 10 6	3,102 11 1	2,137 0 0	2,001 0 0	1,525 0 0	29%	49%
Coimbatore (L. M. S.) ..	3	1,559 0 0	805 0 0	724 0 0	608 0 0	550 0 0	24%	68%

* Not including schools formerly aided on the results-grant system.

† Palamcottia, Tinnevely and smaller towns.

Elementary Schools for Girls.

Turning from the figures supplied to us by managers to those obtainable from the report of the Director of Public Instruction, for 1907-08, as worked out by a member of the Council we represent, we get the following results :

Class of School.	Number of Schools.	Number of Teachers.	Govern-ment Grants.	Total Cost.	Average grant to each School.	Average grant to each Teacher.	Average Number in daily attendance for year ending 31st March, 1908.	Grant on the basis of the Code.	Mission.	
									Schools.	Pupils on roll.
A. Schools with Standards above the fourth ..	41	195	13,874	50,463	338	72	3,053	Rs. A. P. 8,546 8 0	35	3,120
B. Other Elementary Schools ..	640	1,680	97,959	2,32,540	153	58	25,583	73,271 8 0	381	22,476
C. Schools with Forms no higher than the third ..	81	556	54,770	1,46,453	676	101	7,897	23,950 0 0	73	8,659
	762	2,431	1,66,603	4,29,456	219	69	36,503	1,05,763 0 0	489	34,355

The total loss will be 60,835 or 36½ per cent.

As the mission schools on the average are at least as well equipped as others it may be presumed that the average loss for each school will not be less. On this basis the loss to mission schools will be on class A. Rs. 4,534, class B. Rs. 14,673 and class C. Rs. 27,764, i.e., a total loss of Rs. 46,971.

It is taken for granted that of the schools in class C the great majority are now reckoned as elementary. On this point we do not possess full information.

To meet the loss thus entailed we have little likelihood of securing aid from any other quarter. The claims upon our home boards are already so pressing that most missions are not in a position to expect any appreciable increase in the income from that source, and in one large society intimation of impending curtailment has been received. Careful inquiry, too, makes it clear that in all but a small minority of cases missions are not allowed by their home authorities to "pool" the funds they receive for different branches of work; so that even in cases where the other elementary schools of a particular mission now earn more than before, any such gain cannot be used to make up the deficit on the girls' schools. Nor can we expect any substantial help from the increase in fees. Our efforts to raise the fee-income have in recent years been counteracted by the opening of rival schools in which fees are levied at lower rates, or not at all. Thus in one long-established school in Madras the fee-income, which had up to 1904 been steadily rising till it reached Rs. 883, has since that date decreased, through competition of a kind that seems to us unfair, till in 1908 it stood at Rs. 311. We regret to have to add that this tendency to reduce the fee-income in girls' schools is encouraged by the fee regulations for elementary schools, which recommend for adoption a scale much lower than has obtained in the best of our schools.

We accordingly ask that such changes be made in the Code as will at least restore the grants formerly earned, and will make sufficient allowance for the essential differences between schools for girls and those for boys. We suggest that the changes be on the following lines :—

1. Giving preferential rates under both heads (teachers' grant and capitation grant) for girls' schools, increased capitation grant being given also for girls attending boys' schools.
2. Giving higher grants for teachers more highly qualified, and capitation grants on a graded instead of a uniform system.
3. The restoration of the grants for supervision. The higher efficiency which, speaking broadly, we claim for our schools in Madras and many smaller towns, is due to a large extent to the fact that much time has been devoted to their supervision by European ladies or highly qualified Indian workers. The withdrawal of the grants for such is an additional source of loss.

II. Other Elementary Schools

In so far as these are schools with no class higher than the third we have less complaint to make regarding the Code. We hold, however, that even in these the capitation grants ought to be graded, with a view to encouraging teachers to endeavour to retain the children at least to the third standard.

It is on schools formerly classed as Upper Primary and Lower Secondary that the new Code and Rules bear hardly. Before the introduction of the fixed grant system such schools were encouraged to develop higher classes and to employ more highly qualified teachers by the system of giving results-grants at higher rates for pupils in higher classes, or, if the schools were on the salary-grant system, by grants proportionate to the salary of the teachers. Since all distinction between higher and lower is now abolished, and the grant given for all alike is little higher than was formerly given for schools with only the lowest classes, the excess cost of maintaining higher classes as distinguished from lower is now thrown entirely on the management. Since the resources of managers are limited the effect of this must be the closing of the higher classes.

Some have tried to solve the problem by attaching such schools to High Schools and having them classed as "incomplete secondary." This, however, is in many cases found to be too costly. The cost of staff is greatly increased, partly because of the higher requirements for secondary schools, partly because the demand for trained secondary teachers has forced salaries up.* On the other hand, a grant can only be obtained if the school is seen to work at a loss after all fees have been calculated at standard rates. But the difference between fees at standard rates and those levied formerly in such schools is so great that to bring them up to the required level is exceedingly difficult, many parents choosing to withdraw their boys rather than pay the enhanced rate. If, on the other hand, the schools are classed as elementary the grant obtained may possibly be larger but the prestige of the school in the eyes of the people is lowered; for although the rule contained in the footnote to Chapter IV of the Code has been relaxed, the relaxation in its actual working is confined to schools in places where no secondary school exists or can reasonably be expected to exist, and the admission of pupils of such schools to High Schools is discouraged (*Vide* Proceedings of the Director of Public Instruction 2871 of 16th April, 1908). Thus if the school is classed as elementary, boys whose parents wish them to go further are withdrawn at an earlier age, and those who are left are not prepared to pay fees at the rates fixed for secondary schools.

As an instance of the difficulties in which schools of this class are placed we take the case of a school in one of the smaller towns, with classes from the infant standard to the third form. The highest grant it obtained when aided on the results-grant system was Rs. 672, in the year 1904-05. It is now an incomplete secondary school with a grant which has been

* Another factor which tends to force salaries up is the increased cost of living owing to the rise in prices: the operation of this is of course not confined to secondary schools.

reduced to Rs. 160. In the proceedings sanctioning this grant it is recommended that recognition be obtained for the school as a higher elementary school. Assuming that the number of teachers and pupils remained the same as at present the grant obtainable for it as an elementary school would be about Rs. 355—little over half of what was obtained when the school was on the results-grant system. The fee-income has risen from Rs. 756 in the year of the highest grant to Rs. 1,036. But if the school be classed as elementary it remains to be seen whether fees at rates higher than those recommended for elementary schools can be obtained, and the amount due from the same number of boys at elementary rates would be only Rs. 514. Thus the gain in grant is more than counterbalanced by the probable loss in fees. The difference might to some extent be made up by a reduction in the cost of staff, but in that case the nett result of the change would be to make the school less efficient and thus deprive the people of the privilege they have enjoyed for a number of years.

The difficulty in such schools as cannot meet the requirements for secondary schools may be met by giving higher grants for the more highly qualified teachers, and by a graded system of capitation grants. We are aware that grants in excess of those allowed by the Code have actually been given in some cases, but we have no guarantee that this concession will be continued.

III. Secondary Schools

In the memorial referred to, the Council on Aided Education, while accepting the general principle that the amount of Government aid should ordinarily be equal in amount to the income from private sources, expenditure by the management on scholarships and reductions of fees being left out of account, qualified its acceptance by adding: "Your memorialists believe that such a principle, while presumably just in certain cases, cannot be laid down as one applicable to all secondary schools whether for boys or girls, or whether situated in advanced or backward districts." This contention was supported by an extract from the Report of the Indian Education Commission of 1883. To the position then adopted we adhere. That secondary schools for girls must stand on a different basis is admitted in Chapter IV of the Rules. We maintain that in the case of boys' schools also exceptions ought to be allowed where good cause can be shown.

This is desirable more especially in the case of incomplete secondary schools. The pressure is not yet felt in its fulness inasmuch as the Rule which demands that the school be entirely staffed with trained secondary teachers cannot be enforced until the supply of such teachers is much greater than at present. But if no permanent alteration is made the position will be this: a school which has no standard beyond the fourth will have to

employ a trained graduate as headmaster, a trained secondary teacher for each class, a certificated gymnastic teacher, and a drawing master holding a teacher's certificate of the intermediate grade, while the fee-income from such classes, even if fees are levied at standard rates, is necessarily small. There is the further difficulty that as schools which try to satisfy the requirements laid down for secondary schools are in many cases surrounded by elementary schools in which lower fees are charged it is difficult to secure the payment of fees at standard rates. The case of such schools can only be met by a much more liberal grant than Article 33 allows. The same applies to schools with forms up to the third in cases where the number of pupils in such classes is small. While approving generally of the separation of secondary from elementary education, we doubt if the end aimed at would not be secured by a bifurcation after the second standard rather than by separation from the infant class upwards. Since English is not to be taught below the third standard the education in the two classes of schools will not materially differ, while the fee-income in the lower classes will be altogether inadequate to meet the salaries of trained secondary teachers.

The difficulty of securing an adequate fee-income is increased by the abolition of the Rule requiring the production of leaving certificates. In places where secondary and elementary schools are in close proximity this leads to serious irregularities.

Even in High Schools, while accepting generally the principle that the cost of higher education should ordinarily be met by those who benefit by it, we maintain that in every community there will be some who in point of ability are likely to profit by such education, though unable to pay for it at standard rates. The institution of a scholarship fund for the benefit of such seems to be a legitimate procedure, and some allowance should be made for that in calculating the financial condition of a school.

Further, we find that in the working of the Code as it stands the procedure adopted is such as to lessen the likelihood of schools qualifying for grant under Article 33.

(1) While in this Article endowments are included in the income from private sources, cases have been brought to our notice in which the income from endowments was excluded. For such exclusion we see no reason.

(2) Again: Article 33 contains a provision that such portion of the income as is required to meet the share to be borne by the management of all expenditure in aid of which grants are sanctionable under other chapters of this Code be left out of account. The actual calculation, however, is made on the basis of the financial statement (Appendix F) and only the items numbered 1 to 6 are allowed for in making the calculation. This excludes several items such as No. 8 (prizes), No. 14 (gymnasium and games) and No. 15 (outlay not falling under the above heads), although

expenditure on all these heads may be essential to the well-being of the school, and is not met by grants otherwise sanctionable. A grant on other items, such as furniture and appliances, can only be obtained if application is made so as to reach the Director before 1st May, so no account is taken of such expenditure as may be found necessary, after the date is passed.

(3) In the financial statement no allowance is made for irrecoverable fees.

(4) Finally, we hold that in cases where a secondary school is under the personal supervision of a missionary manager allowance ought to be made for this in calculating the cost to management, regard being had to the proportion of his time devoted to the work of supervision.

While thus compelled by the needs of the work to which we are devoting no small share of our energy to adopt a critical attitude with regard both to the general tendency of the Code and Rules and to a number of particular provisions, we should be sorry to have our position regarded as one of hostility to the Department of Education. There is much in the recent efforts of the Department to introduce higher ideals in education for which we are grateful. In all such efforts it is our desire to co-operate with the Department as we have done in the past. Finding, however, that it is impossible to carry on the existing work, not to speak of extending it, with the encouragement now offered, we appeal for the adoption of a more liberal policy.

We have the honour to be,

Sir,

On behalf of the Missionary Council on Aided Education,

Your most obedient servants,

E. SELL,

*Secretary, Church Missionary Society and Church
of England Zenana Missionary Society.*

G. HERBERT SMITH,

*Secretary, Madras Diocesan Committee of
the Society for the Propagation of the Gospel.*

C. H. MONAHAN,

*Ag. Chairman and General Superintendent,
Wesleyan Mission, Madras.*

A. ANDREW,

United Free Church Mission, Chingleput.

J. S. CHANDLER,

Secretary, American Madura Mission.

W. L. FERGUSON,
American Baptist Missionary Union.

J. J. KINGHAM,
*Missionary Society of the Methodist
Episcopal Church.*

JOHN LAZARUS,
Danish Lutheran Missionary Society.

J. H. MACLEAN,
Secretary, South India Missionary Association.

F. L. MARLER,
London Missionary Society.

K. PAMPERRIEN,
President, Leipsig Evangelical Lutheran Mission.

H. RISCH,
Basel German Evangelical Mission.

W. SKINNER,
Principal, Madras Christian College.

L. L. UHL,
American Evangelical Lutheran Mission.

J. H. WYCKOFF,
Arcot Mission of the Reformed Church of America.

G. PITTENDRIGH,
Secretary, Missionary Council on Aided Education.

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MADRAS, 20th March, 1914.

**From the Missionary Educational Council
of South India**

To the Director of Public Instruction:

SIR—We have the honour to approach you once more in the name of the Missionary Educational Council of South India.

About sixteen months ago the Hon'ble Dr. Bourne was pleased to receive a deputation from this Council which waited on him to discuss certain points in the Educational Rules and the Grant-in-Aid Code. In answer to the representations then made he was good enough to assure the Council that certain changes in the Rules and Code were under contemplation, and in a letter, dated 27th November, 1912, he authorized the Secretary to make an announcement to this effect, and added, 'I fully expect and earnestly hope that it will be possible at no very distant date to make arrangements which I think your Council will consider satisfactory in regard to all the more important matters with which the memorial deals.'

The Council considers that it had good reason to be satisfied with the sympathetic spirit with which its representations were met. It has since noted with gratification the notification in the *Fort St. George Gazette* of 12th August, 1913, announcing certain alterations in Chapter 3 of the Grant-in-Aid Code and in Rules 82—84 of the Madras Educational Rules. The Council notes with satisfaction that the wishes which it has expressed in previous memorials have been to some extent met, more especially in the following particulars:—

1. A distinction is now made between trained and untrained teachers, and, in the case of trained teachers, between those of the Higher and those of the Lower Elementary grades.

2. The capitation grant may now be at the rate of Re. 1 for each pupil belonging to a backward class instead of As. 10 as before, and the list of backward classes has been enlarged.

3. Allowance may be made up to a maximum of 50 per cent for schools that are distinctly efficient, or are on special grounds deserving of special treatment.

4. The special difficulties in the way of the education of girls are recognized:—

(a) By giving for girls also the higher capitation grant, and

(b) By mentioning girls' schools specially as among those for which an increased grant of 50 per cent may be given.

While the Council welcomes this notification as one which goes a good way towards meeting its desires so far as elementary

education is concerned, it hopes that this is only an instalment of the more complete modification of the Code and Rules which it has asked for in previous memorials and still holds to be necessary. The Council, in short, still asks for a thorough revision of the Code and Rules, and hopes that in such revision the justice of its contentions regarding other branches of education also will be admitted.

At present, however, we propose to deal only with the aforesaid notification of August, 1913. While welcoming it as a notable step in the right direction the Council does not regard it as doing all that is necessary to place elementary education on a proper basis. We accordingly submit the following for your consideration.

The Council notes that the capitation grants are still 50 per cent less than those given in schools under public management. In a former memorial, dated 18th November, 1909, we called attention to the inequality between the capitation grant given in aided schools and that given in board or municipal schools. This inequality was the subject of conversation in our interview with the Hon'ble Dr. Bourne and our representatives were asked to remember that it was unreasonable to expect that Government would give more than 50 per cent of such grants in the case of aided schools. Apparently the new rates of capitation grants are calculated on this principle. If this may be interpreted as implying that half the nett cost is the amount which may ordinarily be expected as aid we welcome the statement, and accept the limitation on the understanding that the other grants are calculated on such a scale as to give us in all not less than 50 per cent of our nett expenditure on elementary schools. We are not prepared to admit that half the nett cost is the maximum that should be received for schools which are efficiently carried on, but inasmuch as the proportion actually paid has usually been considerably less we look on any declaration which seems likely to bring our grants up to that proportion with a certain measure of satisfaction.

The question then is whether the capitation and teaching grants now sanctioned will combine to give us this proportion, and it seems clear that in the great majority of elementary schools they will not do so. In cases where a teacher has a small salary and a good average attendance of pupils from backward classes the desired percentage may be realized, or even, if an extra grant for efficiency be secured, exceeded. But we submit that this does not hold good on the whole, more especially if highly qualified teachers are employed. If, for instance, a secondary teacher be employed on Rs. 40—as is contemplated in Rule 82 of the Educational Rules—it is difficult to see how the grant given can possibly come up to the required proportion. If he has thirty pupils in his class (and he is not likely to have more) the fee income at the rate laid down in Rule 84 will be Rs. 15 per mensem. As teaching grant the management will receive on his behalf Rs. 4 per mensem, and, if the average attendance be 24, Re. 1 a month will be obtained as capitation grant: total Rs. 20. Even if the full extra allowance be obtained it amounts to only Rs.

2-8-0. Thus of the Rs. 25 which has to be met apart from fees Government will give only Rs. 7-8-0 as against Rs. 17-8-0 from the management. If the higher capitation grant should be received on behalf of some of the pupils as belonging to backward classes this gain would be counterbalanced by the loss in the fee income. It may be said that this is an extreme case, and doubtless it is; but we find from our inquiries that managers of aided schools all up and down the Presidency, while of course welcoming the notification, calculate that the new provision will give them on the average considerably less than half the nett cost.

It seems to us that half the nett cost may be obtained only in the following circumstances, and seldom unless two or more of them are found in combination, which is improbable:—

1. If the salaries paid are very low;
2. If the number entitled to the higher capitation grant is very large;
3. If there is a large fee income;
4. If the full additional grant for efficiency is obtained.

A word may be said with regard to each of these.

1. The lowness of salaries is a condition from which in the nature of the case we cannot long expect to gain any advantage. The increased cost of living has made it essential to raise salaries considerably in recent years, and it is by no means clear that this tendency to rise has ceased to be operative. The fact that in schools under public management the minimum pay has been raised to Rs. 10 is a factor which will lead managers of aided schools, even if only in self-defence, to raise salaries likewise. The fixing of grant according to the qualification of the teacher, though a great improvement on the uniform rate laid down in the Code, has still this disadvantage, that it makes no allowance for such increase in salary as may be found to be necessary. Managers are accordingly placed in the dilemma of losing good teachers because they cannot pay them adequately, or being satisfied with a smaller proportion of Government aid.

2. Attention has already been called to the fact that if the pupils belong to backward classes the increase in grant is counterbalanced by the loss of the fees.

3. With regard to the securing of such a fee income as would reduce the nett cost to an amount of which half might be met by the Government grant, it must be remembered that while the fee income in secondary schools is increasing that in elementary schools has in most cases reached its maximum, and is even tending to diminish. The multiplication of schools in which fees, if levied at all, are levied at lower rates than managers have hitherto been able to obtain, means that many schools are now working under a serious handicap through the competition of such schools.

4. With regard to the 50 per cent additional allowance we submit that the giving or withholding of this amount or any portion of it is too much left at the disposal of subordinate officers. Against these as a class we do not desire to bring any charge, but we submit that it is not desirable to leave so much in

their hands. For one thing, while cases of prejudice against aided education, more especially if under Mission management, are less frequent than formerly, such cases are still to be found, and aided schools accordingly suffer. Even if, however, there be little that can be regarded as actual prejudice there is on the part of a number an inability to appreciate local conditions and to make due allowance for them. Hitherto, for instance, the grant for efficiency has seldom, so far as our information goes, been obtained by schools for Panchamas. It is quite true that many of these schools are inefficient, but we do not think sufficient allowance has been made for the extremely unfavourable conditions under which, owing to the social position of those for whom they are intended, they are carried on. Panchama schools in which it is difficult to secure the regular attendance of pupils for two or three hours daily, and in which three or four classes have to be taught by a single teacher, are judged by standards which are only applicable to schools where the conditions are entirely different. We find, further, that considerable difference of opinion exists among inspecting officers as to the stress which ought to be laid upon different parts of the school curriculum. According to some the main object of all elementary schools is to teach what are known as 'the three Rs', while others attach more importance to what used to be known as optional subjects. A school which has been attempting to meet the wishes of some particular officer may find that his successor has different ideas, and may lose accordingly.

We accordingly ask that a more thorough-going revision of the Code be undertaken at an early date, and that the grant for elementary schools be enhanced by some such provisions as the following:—

1. The further raising of the graded scale for teaching grants, including the provision of a definite rate for a secondary teacher.

2. The introduction, if possible, of some provision by which managers may be encouraged to raise the salaries of teachers from time to time without increasing their own proportion of the nett cost.

3. The grading of capitation grants according to classes. We are aware of the objections made to this, more especially on the ground that it tempts a teacher to neglect the lower classes for the sake of the higher; but we do not think that the remedy for this is to be found in the maintenance of a uniform rate which allows no more for a pupil in the seventh standard than for one in the infant class.

4. The enhancement of both teaching and capitation grants in the case of girls' schools, and of the capitation grant in the case of girls attending boys' schools. We find that, even if the 50 per cent supplement is given in full, many of our oldest and best equipped girls' schools will have to be content with a smaller grant than they have hitherto obtained, and this reduction will undoubtedly tell against their efficiency.

5. If the Code is modified in a liberal way along these lines it should be possible for well equipped and well attended schools to

earn a grant equal to half the nett cost even apart from any special grant for efficiency. We hold, however, that some special allowance for efficiency should still be made, and that the principles on which it is to be given should be more clearly defined than they are at present, and inspecting officers instructed to make full allowance for the educational possibilities of the various classes of pupils.

We accordingly submit these considerations and trust that it will be found possible at an early date to give effect to them.

On behalf of the Council,

We have the honour to be,

Sir,

Your most obedient Servants,

EDW. SELL,

*Secretary, Church Mission
and Church of England Zenana Mission.*

G. HERBERT SMITH,

*Secretary, Madras District Council of the Society for the
Propagation of the Gospel.*

JAMES COOLING,

*Chairman and General Superintendent,
Wesleyan Mission,
Madras.*

A. A. THOMAS,

*Chairman, Wesleyan Mission,
Negapatam District.*

D. A. REES,

*Chairman, Wesleyan Mission,
Mysore Province.*

J. S. CHANDLER,

*Secretary,
American Madura Mission.*

HENRY W. WHYTE,

*Secretary,
South India District Committee,
London Mission.*

W. T. ELMORE,

*Secretary,
American Baptist Mission.*

A. A. SCOTT,

*Corresponding Secretary,
Canadian Baptist Mission.*

ERNEST A. BOOTH,

*Treasurer,
Strict Baptist Mission.*

W. SKINNER,

Principal,

Madras Christian College.

A. ANDREW,

Acting Secretary,

United Free Church Mission.

LEWIS R. SCUDDER,

Secretary,

American Arcot Mission.

A. SILVER,

Secretary,

Church of Scotland Mission.

TH. MEYNER,

President,

Leipzig Evangelical Lutheran Mission.

J. TH. TIMMCKE,

Superintendent,

Schleswig-Holstein Evangelical Lutheran Mission.

H. HARMS,

Chairman,

Herrmannsburg Evangelical Lutheran Mission.

J. ABERLY,

President,

*American Evangelical Lutheran Mission Conference
(Guntur).*

RUDOLF ARPS,

Chairman and Correspondent,

*American Evangelical Lutheran Mission
(Rajahmundry).*

J. BITTMANN,

Chairman,

Danish Evangelical Lutheran Mission.

A. SCHOSSER,

Chairman,

Basel German Mission.

C. H. BEER,

Honorary Secretary,

Godavari Delta Mission.

JNO. TULEY,

Major Officer-in-charge,

Salvation Army,

Madras and Telugu Territory.

J. M. SAUNDERS,

Secretary,

American Advent Mission.

J. H. MACLEAN,

*Secretary of the Missionary Educational Council of
South India,
Conjeevaram.*

NOTES.

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Home (Education) Department.

C.No.2069 A.

From the Director of Public Instruction, Ref.on
Cur.No.3636/1917, dated the 17th May 1917.

Subject.

Memorial from the Missionary Educational Council
of South India regarding Educational Rules
and Grant-in-Aid Code.

The various points raised in the memorial
of the Missionary Educational Council of South
India are noticed below.

2. Fees in elementary schools.--The levy
of fees in elementary schools under public manage-
ment is governed by the provisions of rule 84 of
the Madras Educational Rules. The conference
appointed in G.O.No.178, Educational, dated the
17th February 1916, recommended the adoption of a
uniform but somewhat reduced scale of fees in
all elementary schools under public management.
The Director is however against any change in the
rates now levied though he has recommended that
the system of appropriation of fees by the head-
masters may be extended to the fourth standard
also. The Council urges that, if the standard
rates are lowered, aided institutions should be
compensated for the loss in fee income caused
thereby. The Director has already admitted the
reasonableness of the request, but the question of
compensation need not at present be considered
as it is not proposed to reduce the rate of fees.

Item 1 - page 8 of CF
+ page 2 of D.P.'s letter -
page 2 of CF

Recommendations Nos (2) + (3)
on page 18 of D.P.'s letter
No 24 of 1-7-16 (6)

Para 10 + 11 of letter No 24
of 1-7-16 (6)

Page 8 of CF

Page 4 + 5 of letter No
24 of 1-7-16 (6)

Page 8+9 JCF

3. Teaching grants to aided elementary institutions.--These are at present regulated by Articles 15 and 16 of the Grant-in-Aid Code. The principal requests made in the memorial are--

(i) The raising of the graded scale of teaching grants as shown below:--

	Existing scale.	Proposed scale.	Rate same as in force 1678
	Rs. 6	Rs.	
Untrained teacher	36	36	36
Trained teacher of the lower elementary grade	42	48	60
Trained teacher of the higher elementary grade	48	60	72
Trained teacher of the secondary grade	48	96	144

(Increased rates may be sanctioned under the third sub-para. of Article 16)

(ii) The introduction, if possible, of some provision by which managers may be encouraged to raise the salaries of teachers from time to time without increasing their own proportion of the net cost.

(iii) The enhancement of teaching grants in the case of girls' schools.

(iv) A clearer definition of the principle of supplementary grants for efficiency and a more liberal application of the principle.

(v) Grants towards the institution of Provident funds for the benefit of teachers in elementary schools.

Para 3, page 2 of CF

Orders since issued
in G.O. No. 33
11-1-18 (H)

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Para 5 - page 3 of CF

Item (i).--This is purely a question of finance. The Director states that he has now under consideration the possibility of enhancing the teaching grants to an even greater extent than that recommended by the Council in connection with the distribution of the recurring grant of four lakhs sanctioned by the Government of India. Submitted that his proposals may be awaited.

Item (ii).--Please see notes on page 11 of notes to G.O. Nos. 997-998, Educational, dated the 22nd August 1914. Article 16 of the Grant-in-Aid Code allows of an increase not exceeding 50 per cent. of the assessed grant for the attainment of a high standard of efficiency. This will enable the management to raise the salaries of teachers whenever necessary.

Item (iii).--The Director points out that in practice he has been aiding girls' schools to the extent of half the net cost under the powers given by him by the last paragraph of Article 16 of the Grant-in-Aid Code and that no enhancement of the teaching or capitation grant to girls' schools would be more advantageous than the concession now allowed.

Item (iv).--The Director is prepared to consider further this question though he does not admit that the rule is in general illiberally applied.

Item (v).--The Director states that no application for aid has till now been made to him. Apparently he is prepared to consider suitable proposals that may be put before him.

4. Capitation grants to aided institutions. --

The capitation grant now paid is annas eight per year for each pupil in average daily attendance, but the sanctioning authority may in its discretion increase the rate to one rupee for each girl or pupil belonging to one of the backward classes or castes. The Director in his letter No.24 dated the 1st July 1916 has recommended the adoption of revised rates. These and the rates recommended by the Missionary Educational Council are compared below:

Standard.	Rates proposed by the Director.			Rates proposed by the Council.		
	Rs.	As.	Ps.	Rs.	As.	Ps.
Infant	0	4	0	0	8	0
First	0	6	0	0	8	0
Second	0	8	0	0	8	0
Third	0	10	0	1	0	0
Fourth	0	12	0	1	0	0
Fifth						
Sixth	1	0	0	1	8	0
Seventh						

(Note.-The above rates may be enhanced in the case of girls and pupils of backward classes.) (Double these rates for girls Muhammadans and pupils of backward classes.)

The Director sees no reason to modify the scales already recommended by him. To compensate for any diminution in the amount of capitation grant earned, he has also recommended that the teaching grant per teacher may be increased by Rs.4 per mensem. He has further proposed that for the first two years in which the grants are calculated according to the new scale no school should receive less than it would have earned under the old rates. As pointed out by the Director, the Council's object appears to be to

Art 15 of the grant-in-aid Code

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prevent a diminution in the grant earned by schools containing the three lower standards only which however are not of much use from an educational point of view. Submitted that the Director's view may be concurred in.

5. Capitation allowances in schools under public management.--The Council suggests that care should be taken to see that the allowance is not used as a means of weakening schools under private management and that extra capitation allowance for girls should not be given for girls attending boys' schools unless it can be shown that no girls' school is available. Most girls' schools are under Mission management and the latter proposal will have the effect of driving all girls into such schools. The Director has recommended the abolition of capitation allowance in schools under public management and if this is given effect to, the suggestions made by the Council need not be considered.

6. Abrogation of the last paragraph of rule 99 of the Madras Educational Rules.--The Council protests against the suggested abrogation of this paragraph on the ground that even pupils who are intended for a secondary course will be encouraged to attend elementary schools as long as possible and that this will not be in the interests of sound education. The Council also requests that aided institutions should be compensated for any loss in income that might be caused by the deletion of the rule. The grounds for the proposal are fully set out on page 10 of the Director's letter No. 24, dated the 1st July 1916 and certain safeguards are also suggested therein to prevent the influx into secondary schools

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of ill-prepared boys from elementary schools. The fears entertained by the Council in regard to an increase in the number of higher elementary schools and consequent loss in the fee income of secondary schools appear to be illusory - Please see para.8 of the Director's letter on page 4 of current file. It is calculated that the loss will at the most be only half a percent. of the total fee collected.

7. Grants for secondary schools.---The principal requests made under this head are--

(i) that the principle of limiting the aid to half the net cost should not be too rigidly adhered to, but that in the revised Code provision should be made for more liberal aid in cases where the circumstances of the school make such aid necessary;

(ii) that in calculating the income and expenditure of a school, allowance should be made for scholarships given to poor and deserving pupils; and

(iii) that schools which employ full time European teachers should receive as aid not less than half of their actual salaries and that in the case of part-time European teachers a proportion should be allowed.

The Director points out that in practice grants are not restricted to half the net cost and that liberal grants have been given towards the enhancement of the salaries of teachers. The conference which met in March last has made the following recommendations which have also received

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received the approval of the Director of Public Instruction:--

"22. That for the purpose of granting fee concessions to indigent pupils of marked ability, expenditure by managing bodies on scholarships (item No.7 of the expenditure side of the Financial Statement) up to a limit of 10 per cent. of the fee income reckoned at standard rates be considered as legitimate expenditure for the purpose of assessing the grant that might be paid to a school, provided that the scheme for the award of scholarships or fee concessions has received the approval of the Director of Public Instruction."

"24. That a portion not exceeding 15 per cent. of the total funds available for teaching grants to secondary schools be reserved for distribution by the Director of Public Instruction to such schools as, under articles 32 and 33 of the Grant-in-Aid Code, received little or no teaching grant."

If these recommendations are adopted, the Council's requests will be practically met.

As regards grants towards the salaries of European teachers, attention is solicited to paragraph 5, page 14, of the Director's letter No.24, dated the 1st July 1916. Apparently each case will be considered by the Director on its merits. Besides grants are not assessed with reference to the salary of each individual teacher but with reference to the total receipts and expenditure of the institution. The case of honorary or quasi-honorary teachers is separately under consideration.

8. No immediate action appears to be necessary on these papers. They may lie over till the receipt of the main file now in the Local and Municipal Department.

[Signature]

CR
17.6.17

No action seems to be necessary

20/6/17

[linked with the file & conference]

Page 19 of Director's letter on 14.7.16

⑥

⑦

⑥

① 11-1-17

[Handwritten notes at bottom left]

Home (Education) Dept.

Since the above notes were written two important orders have been issued - G.O. No. 1678, dated 28-12-18 and G.O. No. 112, dated 25-1-19. The present position in respect of the various points raised in the memorial is set out below.

2. Fees in elementary schools.- (para 2 on page 1 ante). In para 2 of G.O. No. 112, dated 25-1-19, the Govt. have accepted the recommendation of the Educational Conference that there should be a common scale of fees for all elementary schools, of whatever grade, under public management. The fees in lower elementary schools have been raised and those leviable in high^{er} elementary schools somewhat reduced. It cannot now be said how the revised scale of fees will affect aided schools under private management and the question of compensation need not therefore be considered ~~its effects are known and~~ till a further representation is made to Govt. in the matter.

3. Teaching grants to aided elementary schools. (Para 3(1) on page 2 ante). In G.O. No. 1678, dated 28-12-18, the teaching grants to aided elementary schools have been raised considerably in excess of the rates recommended by the Missionary Educational Council. No further action is therefore necessary.

4. Grants to elementary schools for special purposes.- (Items (ii), (iii), (iv) & (v) on pages and 3 ante). For the reasons noted against these items on p. 3 ante, no action appears to be

necessary

necessary on the representations made by the Missionary Educational Council.

5. Capitation grants to aided institutions.- (Para 4-page 4 ante).- It has been decided to abolish the system of capitation grants to aided institutions altogether (para 5 of G.O. No. 112, dated 25-1-19) but the new arrangement will not come into force until the necessary proposals for revising the rates of teaching grants have been received and considered by Govt.

6. Capitation allowances in schools under public management.- (Para 5, page 5 ante).- Here also it has been decided to abolish the allowance and to increase the salaries of teachers in schools under public management (para 4 of G.O. No. 112, dated 25-1-19). There will therefore be no room hereafter for the apprehensions entertained by the Missionary Council in regard to the effect of the system on private institutions.

7. Abrogation of the last paragraph of rule 99 of the Madras Educational Rules.- (Para 6, page 5 ante).- The Govt. have approved the recommendation of the Educational Conference that this paragraph should be cancelled. The Director calculated the loss in fee income only at half a per cent of the total fee collected and the request of the Missionary Educational Council for compensation is inadmissible.

8. Grant for secondary schools.- (Para 7, page 6 ante).- The recommendations of the Educational Conference under this head have been remitted to the D.P.I. for further consideration and no definite reply can therefore be given to the Missionary

para 6 of
G.O. 112
25-1-19
(2)

Para 7 of ibid

37
Educational Council in respect of the several requests made in the memorial.

9. It is now nearly two years since the Missionary Educational Council submitted its memorial and most of the points raised have already been disposed of in separate Govt. orders. It is for consideration whether a formal reply should now be sent to the Council or whether the papers may be recorded. The D.P.I.'s advice in the matter may be obtained u.o.

referring it to the
orders issued in go
no 1678 and go 112
25-12-18 25-1-19

(A)

(Z)

NK
11/11/19Ca
9.3.19
✓

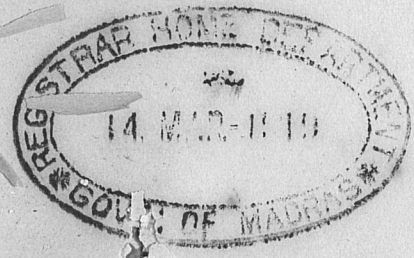
Mr 10/3/19

D.P.I. Mr

Home (Govt) Dept.

No 2064 A/17-1
10-3-19Placed
with 8/19

No 1388 13-3-19



I should send a formal reply as suggested above. This reply will be considered by the Missionary Educational Council, which will again address or memorialize Govt. on the points which they desire further consideration. I am not losing sight of the memorialists' requests. 12.3.19.

Home (Govt) Dept.

A draft order is submitted for approval.

SK
14/3/19.
NK
14/11/19

148.

Ca
16.3.19
✓

Mr 17/3/19

18 MAR 1919

B: 33
C: 18.3
R: 19

34

” ” ” ” 191 .

C. No. 2089 From the Missionary, No. _____, dated 1-5 1917

Ed: Council of Southern

" " *Ent. y med. social* " *Roc 36,368 17-5-1917*

” ” ” ” ” ” 191 .

ORDER.

No. 346, dated 19-3-91

Miss

page 7 of 7

~~With Reference~~

~~to its own original date~~
The D.D. is requested to refer
~~to its own original date~~ the

Missionary Edu-
cational Council
of Southern India
~~notified~~ to the
orders issued in

(A) Go. N-1678 Home (201),
dated the 28th Dec 1918

② + Gp. No 112 Home (EWA),
dated the 25th Jan 1919.

$$\frac{8x}{14.3.19.}$$

CA
16.3.29 17/3/29

To the Secy to the
Missionary & C-
Council of the
Copy to the

When given for copying

When copied

When examined

When signed

191

READ AGAIN G.O. No.
191

DATED

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT

.. ..

A A A A A A A

LETTER OF GOVERNMENT

STATEMENT WITH LITTO.

PAPERS NOT FILLED UP, BEING MEANT FOR DESPATCH
IN ORIGINAL.

N.B.—

A = Copy in full.

B = Not to be copied.

P = Copy abstract only.

Q = Copy heading only.