

Government of Madras

LAW (EDUCATION) DEPARTMENT

G.O. No. 1346, 19th September 1921

Fee Concessions

Indigent pupils of marked ability—Recommendations of the Education Conference of 1916
—accepted.

ORIGINAL

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Indigent pupils of marked ability—Recommendations of the Education Conference of 1916
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READ—the following papers :—

I

Letter—from the Hon'ble Mr. R. LITTLEHAILLES, M.A., Director of Public Instruction.
To—the Secretary to Government, Home (Education) Department.
Dated—Madras, the 2nd February 1920.
No.—Ref. on C. 1091/19.

With reference to paragraph 7 (i) of G.O. No. 112, Home (Education), dated 25th January 1919, and Government Memorandum No. 334 A-2, Home (Education), dated 28th January 1920, I have the honour to state that reasons against leaving the award of scholarships to the school authorities will be found on pages 9 and 10 of the note on grant-in-aid prepared for the information of the members of the Educational Conference held in March 1916 and submitted to Government along with the Director's letter Cl. No. 24, dated 1st July 1916. They are as follows :—

(i) Awards made by school authorities may be biased or strong local influence may be brought to bear on the headmaster to award a scholarship to a person who was not really deserving of or needing it ;

(ii) the necessary uniformity of rules regulating the award and a better comparison of the merits and needs of the various applicants for scholarships throughout the Presidency can be made if the scholarships are granted by a central authority ;

(iii) when the award is made by a central authority the pupil need not attend any particular school, he may hold his scholarship in any school, no preferential treatment is then meted out to pupils who are prepared to attend a particular school ;

(iv) the institution of scholarships in aided schools lends itself to the schools entering into unjustifiable competition with each other on account of the larger fee remissions and scholarships that one may be able to award over the other. Such inducements ought not to be fostered from a provision of public funds though there is no objection to private beneficence coming to the aid of particular schools, and providing scholarships in them ; and

(v) the award by a central authority ensures that all districts and all classes of the community are able to obtain the advantages of a scholarship system.

2. Prior to the introduction of the present Grant-in-Aid Code in 1906, scholarship grants were being given to schools and colleges under private management which awarded scholarships to students attending the institution according to rules which were approved by the department. The present proposal of the conference is only a revival of the old practice with the difference that instead of paying separate grants towards scholarships we are called upon to pay increased teaching grants to the schools on account of scholarships.

3. Sir Alfred Bourne considered that the money spent on these scholarship grants could be better utilized in the award of Government scholarships by the department and the award of scholarship grants was therefore abolished from 1906. I am inclined to agree with Sir Alfred Bourne on this point and consider that the funds for the award of 'close' scholarships should be provided by private beneficence and not from Provincial Revenues.

4. The object of the recommendation of the conference is to offer additional facilities for the education of poor pupils of marked ability and this can be and is being achieved by the award of Government scholarships to them. The following statement of the actual expenditure on Government scholarships in secondary schools for boys alone during the last five years will show that the department is increasing the number of awards every year:—

	RS.
1914-15	51,123
1915-16	55,047
1916-17	56,418
1917-18	57,774
1918-19	62,635

The expenditure during the current year is likely to exceed Rs. 65,000 and a sum of Rs. 71,000 is provided in next year's budget estimate, the increase being specially intended for the award of scholarships to pupils of backward classes.

5. It has been the practice for the Director to request budget provision for funds for an increased number of general Government scholarships year by year with reference to the needs of the times and without the explicit sanction of Government for an increase in the number of scholarships awarded. The original number of general scholarships to be awarded received however the sanction of Government. According to this practice the number of scholarships in secondary schools available for award next year will be increased in the Government scholarship notification to be issued in June 1920. Special scholarships to particular classes of the community (e.g., to Muhammadans or Panchamas) are awarded only on the explicit sanction of Government.

6. All scholarships are allocated by the Director to circles according to the number of pupils and of secondary schools in each circle and are awarded by the Circle Inspectors of Schools. Other things being equal Inspectors consider first in the award of general scholarships the claims of those sections of the community who are most in need of aid. Inspectors of Schools are in the best position to judge of the requirements of individual schools and classes of the community in their circles. I would leave the award of the scholarships allotted to their circles to them as at present.

7. I recommend that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. I have suggested elsewhere that a small conference be held to discuss the rates of fees levied in secondary schools and an increased provision of scholarships.

8. With reference to paragraph 7 (iii) of G.O. No. 112, Home (Education), dated 25th January 1919, I suggest that the proposal to earmark a certain sum for award to aided secondary schools outside the provisions of the Grant-in-Aid Code be dropped.

II

Letter—from R. G. GRIEVE, Esq., M.A., Acting Director of Public Instruction.
To—the Secretary to Government, Home (Education) Department.
Dated—Madras, the 4th January 1921.
No.—Ref. on Cur. 3718/20.

With reference to paragraph 7 of G.O. No. 1486, Home (Education), dated 11th December 1920, I have the honour to state that in reply to the reference made by me to managers of schools most of the managers have reported that they are not willing to raise the rates of fees. The managers of a few schools have slightly raised the rates of fees during the current year and a few have agreed to raise the rates if the standard rates of fees are raised.

2. From conversation I have had with non-official gentlemen I have come to the conclusion that any question of enhancement of fees should not be confined to the secondary schools but should embrace colleges as well. Mr. Littlehales has already suggested that a small conference of representative members of educational and

general interests might be called to discuss the new rates of fees to be charged and the consequential increase in the number and rate of scholarships to be awarded. This seems to me to be the proper course and if Government approve I shall suggest for their consideration the names of members of the conference.

III

G.O. No. 1347, Law (Education), dated 19th September 1921.

The Director of Public Instruction is informed that the Government do not think that the question of raising fees in secondary schools need be pursued at present.

(By order of the Government, Ministry of Education)

P. C. DUTT,
Acting Secretary to Government.

To the Director of Public Instruction.

Order—No. 1346, Law (Education) dated 19th September 1921.

The Educational Conference convened in pursuance of G.O. No. 178, Education, dated 17th February 1916, made the following recommendation in regard to the grant of fee concessions to indigent pupils of marked ability studying in aided institutions:—

"That for the purpose of granting fee concessions to indigent pupils of marked ability, expenditure by managing bodies on scholarships 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."

2. In paragraph 7 (i) of G.O. No. 112, Home (Education), dated 25th January 1919, the desirability of adopting the resolution was remitted to the Director of Public Instruction for further consideration in the light of the remarks made therein. The Director has since favoured Government with his views in the matter and, after giving very careful consideration to the question, the Government have decided that effect should be given to the resolution, in view chiefly of bringing about some measure of decentralization in the matter of the award of scholarships. The Director of Public Instruction is requested to submit for the approval of Government a draft of the necessary amendments to the Grant-in-Aid Code.

(By order of the Government, Ministry of Education)

P. C. DUTT,
Acting Secretary to Government.

To the Director of Public Instruction.
" Accountant-General (through the Finance Department).
" Local Self-Government Department.
" Commissioner of Labour.
" Publicity Officer.

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NOTES CONNECTED WITH G.O. No. 1346, LAW (EDUCATION)
DATED 19TH SEPTEMBER 1921

[SUBJECT.—*Scholarships and fee remissions in secondary schools.*]

G From the Director of Public Instruction No. 1091, dated 2nd February 1920.

HOME (EDUCATION) DEPARTMENT.

Prior to 1906, grants not exceeding one half of the amount contributed by managers were given on account of scholarships intended to help poor pupils of promise to prosecute their studies in secondary schools and colleges. In paragraph 45 (page 9 of G.O. No. 373, Educational, dated 3rd June 1905) of his letter No. 3460, dated the 12th April 1905, the then Director of Public Instruction (Sir Alfred Bourne) recommended the abolition of the grants for scholarships. He stated—

“The amount of money spent in this way has not been very large and it could, I think, be better spent by adding it to the allotment for scholarships given entirely from Provincial funds under uniform rules. It is extremely difficult without unduly interfering with the liberty of managers to secure effectual control over the award of the scholarships given under this system.

“The Provincial scholarships are tenable in any institution and the managers may well be left to devote such money as they can afford to giving scholarships under their own rules.”

The Grant-in-aid Code of 1905–1906 also allowed a reduction of 10 per cent of the standard rates when fee receipts were taken into account for fixing the grant to an institution. When the Code was under revision in 1906 the Director of Public Instruction proposed the abolition of the concession and certain other changes in the calculation of grants to secondary schools. He remarked—

“ . . . The offer of aid is put in such a way that private funds may be supplemented by an equal amount by the grant . . . This (the grant) applies only to such portion of those funds as is not used in covering any loss of income, due to a low rate of fees or the payment of those fees in whole or in part by means of scholarships. Sufficient provision is otherwise made for the award of scholarships from public funds to brilliant but impecunious pupils and it is better that the department should control the selection and not individual managers. It has been assumed that fees at standard rates, and not as in the existing Code at 10 per cent below these rates, may be collected. This will no doubt be considered by many managers to be a hardship. Calculations have been for many years based upon the rates so reduced, but I think that time has now fully come when the concession may be withdrawn in the case of these secondary schools . . . It is even possible that the time has come when the standard rates for secondary schools might be slightly raised. The best schools have no difficulty in collecting fees at these rates (paragraph 19 on pages 4–5 of G.O. No. 356, Educational, dated 21st May 1906).”

The Director of Public Instruction's views were accepted by Government. Accordingly in the Code issued in 1906, no provision was made either for grants for scholarships or for a reduction in the assessment of fee income for fixing the grant. (Chapter IV of the Grant-in-aid Code on page 17 of G.O. No. 356, Educational, dated 21st May 1906).

2. In paragraph 8 of its memorial printed on page 19 of G.O. No. 997, Educational, dated the 22nd August 1914, the Missionary Educational Council of South India urged that, in estimating the net cost of aided secondary schools and colleges, the expenditure incurred by the management in scholarships should be taken into account. At the meeting of the Legislative Council held in May 1914, the Honourable

Mr. Srinivasa Sastri moved a resolution proposing to restore the old rule under which the fee income was assessed at 90 per cent of the standard rates for the purpose of determining grants payable under the Code—vide G.O. No. 852, Educational, dated 20th July 1914. The question of the provision of increased facilities for the free education of poor boys of marked ability was also considered at the Conference of inspectors held at Ootacamund in June 1914 (G.O. No. 178, Educational, dated 17th February 1916). Finally, on the recommendation of the Director of Public Instruction (Sir Henry Stone), it was decided to summon a conference of officials and non-officials to discuss important questions bearing on the Grant-in-aid Code and the Educational Rules. One of the questions referred to the conference was the “principles and rules under which fee remissions or free admissions should be granted.”

3. A note on the subject of scholarships and fee remissions in secondary schools was prepared by the Director for the use of the conference (G.O. No. 112, Home (Education), dated 25th January 1919). After considering the arguments put forward therein, the conference unanimously recommended—

“That for the purpose of granting fee concessions to indigent pupils of marked ability, expenditure by managing bodies on scholarships 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.”

4. In submitting the recommendation for the consideration of the Government, the then Director of Public Instruction (Sir Henry Stone) wrote as follows:—

“It might be argued that a preferable course to accepting the resolution would be a considerable increase in the number of scholarships awarded under the scholarship notification. These scholarships, however, are on a different footing from those proposed in the resolution, which would more properly be called fee remissions. The former are intended to cover in addition to school-fees expenses incidental to school life often away from the pupils’ homes. An increase in the number of scholarships under the notification which would benefit as many pupils as the fee remissions proposed would therefore be considerably more expensive than the acceptance of the resolution, particularly as in aided schools, half the cost of the remissions is to be borne by the management.

“The departmental rules in contemplation will restrict the grant of the concessions to poor pupils of ability. It will be the duty of the inspecting officers to enforce them, and I do not think that they should have any great difficulty in doing so. They will, of course, have to report for every school the number of fee concessions they approve and in assessing the grant only this number, and the inspector’s report will be treated as final, will be taken into account (page 11 of G.O. No. 112, Home (Education), dated 25th January 1919).”

5. The recommendation of the Educational Conference was again examined by Messrs. Duncan and Moir and they pointed out a number of objections to the adoption of the recommendation—vide pages 34 and 35 of notes to G.O. No. 112, dated 25th January 1919. Agreeably to their suggestion, the question was again remitted to the Director of Public Instruction for further consideration in paragraph 7 (i) of G.O. No. 112, dated 25th January 1919.

6. The present Director of Public Instruction submits his views on the question. He recommends that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. He also recommends the holding of a conference to discuss the question of an increased provision of scholarships and the raising of the rates of fees levied in secondary schools.

7. The arguments in favour of the recommendations of the conference of 1916 are contained in Sir Henry Stone’s letter extracted above. They are—

(i) Government scholarships are intended to cover in addition to school fees expensss incidental to school life often away from the pupil’s homes.

(ii) An increase in the number of Government scholarships which would benefit as many pupils as the fee remissions recommended by the Conference would be considerably more expensive.

(iii) In aided schools, half the cost of the remissions will be borne by the management and grants will be payable only in respect of the other half.

(iv) To prevent any possible abuse, the number of remissions for each school may be fixed by the department and rules may be framed to restrict such concessions to poor pupils of ability.

8. The arguments against the proposal of the Conference are set out in the current file and in the note of Messrs. Duncan and Moir on pages 34 and 35 of notes to G.O. No. 112, dated the 25th January 1919. They are—

(1) Awards made by school authorities may be biassed or strong local influence may be brought to bear on the headmaster to award a scholarship to a person who was not really deserving of or needing it.

(2) The necessary uniformity of rules regulating the award and a better comparison of the merits and needs of the various applicants for scholarships throughout the Presidency can be made if the scholarships are granted by a central authority.

(3) When the award is made by a central authority, the pupil need not attend any particular school, he may hold his scholarship in any school, no preferential treatment is then meted out to pupils who are prepared to attend a particular school.

(4) The institution of scholarships in aided schools lends itself to the schools entering into unjustifiable competition with each other on account of the larger fee remissions and scholarships that one may be able to award over the other. Such inducements ought not to be fostered from a provision of public funds, though there is no objection to private beneficence coming to the aid of particular schools and providing scholarships in them.

(5) The award by a central authority ensures that all districts and all classes of the community are able to obtain the advantages of a scholarship system.

(6) Great pressure would be exercised on each school to utilize to the full the suggested maximum of 10 per cent and the fact that the managing body would only get a grant of 50 per cent of the fee concessions would have little restraining effect.

(7) The fact that only a half grant is allowed might debar poorer schools in remote localities where such concessions are most needed from granting them at all—paragraph 15 on page 35 of the notes to G.O. No. 112, dated 25th January 1919.

(8) Under the existing rules, a considerable percentage of pupils are already eligible for half fee concessions.

(9) While fee concessions are a legitimate form of inducement in the case of elementary education until compulsion is introduced, in the case of secondary schools much greater regard must be had to the selection principle.

(10) If fee concessions are allowed in aided institutions, they will have to be introduced in schools under the management of local bodies also—page 12 of G.O. No. 112, dated 25th January 1919. This would result in a diminution in fee income to local bodies who may have to be compensated by additional subsidies from provincial funds—paragraph 23 of notes to G.O. No. 112, dated 25th January 1919.

(11) An increase in the number of Government scholarships combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable.

9. In view of the opinion now expressed by the Director, the proposal of the Education Conference of 1916 that expenditure by managers of schools on scholarships up to a limit of 10 per cent of the fee income should be recognized for the purpose of assessing the grant may be dropped—Resolution No. 22 on pages 18 and 19 of G.O. No. 112, dated 25th January 1919. At the same time, it may be pointed out that the decision is not likely to be accepted without demur by non-officials. Attention is solicited to Diwan Bahadur Ramachandra Rao’s speech printed on page 6 of G.O. No. 642, dated 19th May 1919.

10. In paragraph 7 of G.O. No. 112, dated 25th January 1919, the Government expressed the opinion that an increase in the number of Government scholarships now awarded combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable. The Director explains the present system of distribution of Government scholarships and considers that no change in the system is necessary. In paragraph 4 of his letter, the Director has also given figures as to the growing expenditure from Provincial funds on scholarships for boys in secondary schools. Whenever he suggests increased provision in the budget for scholarships, the suggestion is usually accepted.

11. The Director recommends the holding of a small conference to discuss the rates of fees levied in secondary schools and an increased provision of scholarship. The proposal to raise the rates of fees was made in connexion with the payment of discretionary grants to managers of aided institutions to enable them to raise the salaries of teachers in their employ. The proposal however evoked a good deal of opposition from the non-official members of the Legislative Council and it has been decided to provide in the next year's budget a sum of one lakh of rupees for distribution to managers of secondary schools towards the betterment of the pay of teachers in their employ. The Director of Public Instruction has been asked to institute the necessary preliminary enquiries. In the circumstances, it is doubtful whether the time is opportune for summoning a conference to consider the question of raising the scale of fees. If that proposal is to be dropped, there will be no need for a conference to discuss only the question of an increased provision of scholarships. Inspectors of schools will no doubt be able to furnish all necessary particulars for the framing of a decision. Besides, no orders have yet been passed on the questions raised in paragraph 8 of G.O. No. 112, dated 25th January 1919 (revision of the list of backward classes and the concessions to be allowed to them as regards fees and other matters). The Director of Public Instruction has not yet submitted his views on the general question. A proposal to amend rule 102 of the Madras Educational Rules so as to make the grant of half fee concessions compulsory in the case of Panchamas and others is under consideration. If the list of backward classes is materially reduced, it may become necessary to raise the provision now made in the budget for Government scholarships. Thus the two questions are somewhat related to each other.

12. The file may be sent u.o. to the Director of Public Instruction for remarks and he may be asked whether in view of the considerations above put forth, he still thinks that a conference should be held to discuss the questions mentioned in paragraph 7 of his letter.

N. KAILASA SARMA—13-3-20.

It is a question of doctors disagreeing and it is difficult for a layman to note.

2. The proposal is to allow in the financial statement of aided secondary schools fee remissions to indigent students of marked ability up to a maximum of 10 per cent of fee income.

3. The present Director of Public Instruction's counter-proposal is to award Government scholarships to such students; such students paying fees in cash to the management.

4. Speaking from a financial point of view the former is more advantageous to Government. First because the extent of pecuniary assistance is limited to the fee income and secondly half the liability falls on the management. But the chief reasons for the latter course are as follows:—

(a) the first course will lead to an uniform 10 per cent in all schools; the standard of indigence and ability will vary; a central authority may practically sanction 20 per cent in one school and 2 per cent elsewhere.

Reply.—It is always understood that the Department of Education prescribes the rules of award, so that the grant to undeserving pupils can be avoided. Nor can it be said that secondary education may be bolstered up in any institution to more than 10 per cent of the maximum accommodation for pupils.

(b) Private managements will not pay due heed to backward communities.

Reply.—Even here it is open to the Educational department to enunciate rules how the fee remissions should be distributed.

5. The presumption underlying the *present* proposal that a central authority is likely to award the scholarships more equitably than private managements is in my opinion entirely erroneous. And the whole body of educated opinion inclusive of missionary educationists is against. So I am for accepting the resolution of the Educational Conference of course after providing due safeguards to meet the criticisms advanced.

I am inclined to agree.

A.R.K.

Note.—The proposal for a committee for revising the fees will be considered separately.

R. RAMACHANDRA RAO.—15-3-20

I am inclined to agree with the Secretary that the proposal of the conference, supported by Sir Henry Stone, should be adopted. I see little beyond technical force in the objections raised to it. The Education department, like other departments, must get used to the idea of delegating and decentralizing its powers and this is, I think, an excellent opportunity for a beginning.

But I see some merit in the idea that we should tack this question on to that of raising fees in secondary schools—a subject to which I attach great importance and in which I agree with the Director of Public Instruction. In fact the initiative in this direction was, I think, at my instance. I should therefore like to see Mr. Littlehailes' proposals about a conference.

A. R. K[NAPP]—16-3-20.

LAW (EDUCATION) DEPARTMENT.

From the Director of Public Instruction, No. 3718, dated 4th January 1921.

In connexion with the proposals for the distribution of special grants among managers of secondary schools to enable them to raise the pay of teachers in their employ, the Director of Public Instruction (Mr. Littlehailes) in his unofficial note No. 57, dated 2nd February 1920, suggested that part at least of the cost of raising the pay of teachers in secondary schools should be met by an enhancement of the rates of fees now levied—pages 5 and 6 of notes to G.O. No. 1486, dated 11th December 1920. At the same time he suggested an increase in the number of scholarships in secondary schools for the benefit of poor boys of promise. If the suggestions were accepted by Government, he proposed to summon a small conference of representative members of educational and general interests to discuss the question.

2. At the meeting of the Legislative Council held on the 5th February 1920, the Hon'ble Mr. P. Siva Rao moved a resolution recommending an allotment of three lakhs for raising the pay of teachers in secondary schools and, in that connexion, the suggestion to raise the rate of fees paid by pupils in secondary schools was made by the Director of Public Instruction—paragraph 2 of Official Memorandum No. 498, dated 31st March 1920, on page 2 of G.O. No. 1486, dated 11th December 1920, and Mr. Knapp's speech on page 6 of notes thereto and also G.O. No. 539, dated 4th May 1920. The proposal however met with a chorus of opposition at the hands of non-official members of the Legislative Council. In the end, the Government agreed to provide a sum of one lakh for distribution to schools in need of special aid for raising the pay of teachers in their employ. This sum of one lakh was distributed among the schools mentioned on pages 6-8 of G.O. No. 1486, Home (Education), dated 11th December 1920.

3. In his note, dated 16th March 1920, the Hon'ble Mr. Knapp desired that the Director of Public Instruction should submit proposals for the holding of a conference to discuss the question of an increase in the rates of fees now levied in secondary

schools and, in paragraph 4 of Official Memorandum No. 498 A-1, dated 31st March 1920, the Director of Public Instruction was asked to submit a report on the subject—page 8 of notes to G.O. No. 1486, dated 11th December 1920. The Director of Public Instruction now states that, in reply to the reference made to the managers of schools, most of the managers have reported that they are not willing to raise the rates of fees, that the managers of a few schools have slightly raised the rates of fees during the current year, and that a few have agreed to raise the rates if the standard rates of fees are raised. The Director of Public Instruction also states that any question of the enhancement of fees could not be confined to secondary schools but should embrace colleges as well. If the Government agree to the further consideration of the question by a conference representative of all interests, the Director of Public Instruction proposes to submit for their approval the names of members of the conference.

4. The rates of fees laid down in Chapter VIII of the Madras Educational Rules are intended for observance only in secondary schools under public management. Even under existing rules, it is open to the manager of an aided institution to levy higher rates of fees, but it is reported that most of the managers are unwilling to do so. The present is not a very favourable opportunity to raise the question of enhancement of fees in secondary schools and colleges. The consideration of the University Commission's report by the University and by the Government may eventually result in a revision of the educational system and of the fees payable. It may perhaps be better to await that opportunity. If, however, it is decided that the matter should now be proceeded with, the Director of Public Instruction may be asked to submit his recommendations in regard to the constitution of the committee, as that will be the necessary preliminary step in the matter.

N.K.—21-1-21.

C. RAMANUJA ACHARIYAR—22-1-21.

I should like to summarize the position.

2. We held a conference; it was a strong conference indeed; it met in 1916 and made a number of definite recommendations.

3. It took us three years to pass orders and even then on two questions all we did was to remit them to the Director for further examination and report.

4. One of these questions was the award of scholarships or fee concessions in secondary schools up to a limit of ten per cent of the fee income. The conference resolved that these concessions, up to a limit of ten per cent reckoned at standard rates, should be considered as legitimate expenditure for the purpose of assessing the grants.

5. Sir Henry Stone recommended the adoption of this recommendation subject to restricting the grants to poor pupils of ability. When the matter was remitted to the Director, with a definite lead, Mr. Littlehales turned round and recommended that the proposals be dropped and declared himself in favour of the grant of Government scholarships. The Hon'ble Mr. Knapp, as Honourable Member (Education), was in favour of adopting the proposals of the conference supported by Sir Henry Stone. He urged the additional reason that that will lead to decentralization; but he wanted at the same time the question of the increase of fees in secondary schools to be examined.

6. Another of the resolutions adopted by the conference was that the Director should be given discretionary grants to aided schools outside the provisions of the Grant-in-Aid Code. This question also was remitted to the Director for examination with a lead and the Director dropped the question altogether. But the question of increased grants to secondary schools connected with the question of increased fees came again under review. It is in connexion with these two matters that the present report has been received. The Director's present solution is to refer the matter to a committee. I fail to see what purpose this committee will serve now. The conference sat and has made definite recommendations, the recommendations have been considered by successive Directors, and it is for the Government to consider and pass orders one way or the other. The question of discretionary grants has been definitely dropped and the question of award of scholarships or fee remissions is to be now tackled.

7. So far as this question is concerned, whether the expenditure is by way of cash payment by Government or by way of authorized fee remission, the financial commitment to Government will be the same and the advantage in the latter method is that it is more decentralized. I think the proposal may therefore now proceed for orders.

8. Regarding the question of standard fees. At present the financial statement of a school shows on the one side all the expenses and on the other side the receipts, the main item being fees. Government sanction a grant of half the net difference. The other half of this net difference has to be met out of private funds. With the rapid expansion of the expenditure necessitated by the growing needs of individual schools and with the number of schools, it is becoming more and more difficult to secure private help to meet the deficit. The Presidency is not a rich presidency to permit endowments. The easiest method of equalizing this burden is by distributing it on the parents of the children as broadcast as possible. So what I would propose as a rational system of fees is this. Government should prescribe a standard rate of fees. It must be open to the management to levy a higher rate which they actually do now in several cases. The difference between the higher rate and the standard rate should not be treated as an asset but should be reckoned as a contribution from the public towards the expenses of the school. In the financial statement only the standard fee should appear on the debit side and the Government grant should be based on this alone being reckoned as the receipt. It should be open to the management to make up its part of the deficit by the increase over the standard rates. If the management levies the higher rate, it will of course have to attract its pupils by the higher tone of education that it imparts and this, from an educational point of view, is desirable. If this policy be approved of, it follows that no detailed enquiry into the rate of fees is called for. The present standard fees may remain as they are, and the management may be told that it is open to them to levy any higher rate and to include such excess as a private asset.

9. Orders are now desired on the two questions:

whether the recommendations of the conference about the ten per cent fee remission being the limit of allowance in the financial statement should be approved;

whether the above policy in the levy of fees be approved, which means that there is no necessity for a committee to consider the questions.

R. RAMACHANDRA RAO—9-3-21.

FINANCE DEPARTMENT.

There are two questions considered in this case, viz. (1) enhancement of fees in secondary schools and (2) award of scholarships or fee concessions in secondary schools.

2. *Enhancement of fees in secondary schools.*—This question arose in connexion with the proposal for raising the pay of teachers in secondary schools. In February 1920, the Director of Public Instruction suggested that part at least of the cost should be met by an enhancement of the rates of fees now levied. At the instance of C-4 (the Hon'ble Mr. Knapp), the Director of Public Instruction was asked to submit proposals for the holding of a conference to discuss this question. The Director of Public Instruction has reported that most of the managers of schools whom he consulted are unwilling to raise the rates of fees, while a few have slightly raised their fees in the current year, while others again have agreed to do so, if the standard rates of fees are raised. If the Government approve of a small conference to decide the question, he proposes to submit names of members for a conference. The Law (Education) Department do not see the necessity for another conference, but state that the easiest method of equalizing the increased burden is by distributing it on the parents of children as broadcast as possible. It is proposed that the existing rates of fees may be allowed to continue with an option to the management to levy a higher rate if they chose and to treat such an excess as a private asset.

3. The main sources of income to a secondary school under private management are—

- (1) Fees from pupils,
- (2) Funds of the management, subscriptions and endowments and
- (3) Grants from Provincial funds.

(Cf. Director's u.o. note on page 5 of notes to G.O. No. 1486, Home (Education), dated 11th December 1920.)

The grant which Government give is half the net cost of the school. In calculating the net cost of a school, the *actual* fee income is not shown as receipt but only such of the income as would be collected at the standard rates, irrespective of the fact whether standard rates are adopted or not. (It is stated that the management actually levy a higher rate in several cases). The excess, if any, due to the adoption of higher rates goes to the management and is not taken in deduction of charges in calculating the *net* cost. On the other hand, Government have to bear half the increased cost of the school. Thus the proposal of Law (Education) will enable the management to find their share of the increased cost due to the revision of pay of teachers by the levy of higher rates of fees; but there will be no corresponding relief to Provincial revenues. It does not seem that the object aimed at, viz., that part at least of the increased cost to Government on account of raising the pay of teachers should be met by an enhancement of fees, will be achieved. It is therefore for consideration whether the proposal of the Law (Education) Department will be

J.M.H.—3-6-21. | accepted, or whether steps should be taken to increase the standard rates of fees as

suggested by the Director of Public Instruction.

4. *Award of scholarships or fee concessions.*—The Education Conference of 1916 recommended that the expenditure on scholarships by managers of schools up to a limit of 10 per cent of the fee income should be recognised for the purpose of assessing the grant. But the Government thought that an increase in the number of scholarships combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable. The Director of Public Instruction was accordingly asked to re-examine the question and to submit further proposals and he recommends that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. The arguments for and against the proposal for authorized fee remissions have been summarized in paragraphs 7 and 8 of the Education Department note on pages 2-3 *supra*. The proposal to grant fee remission is considered more advantageous from the financial point of view, for the extent of pecuniary assistance in this case is limited to the fee income, and half the liability falls on the management; whereas in the case of scholarships the entire cost will have to be borne by Government. Moreover, this system is more elastic and decentralized. C-4 (the Hon'ble Mr. Knapp) was already inclined to the system of fee remissions to that of giving direct Government scholarships, and apparently the Law (Education) Department are of the same view. Submitted that this Department may agree.

V.G.—20-5-21. V.V.—3-6-21.

J. M. HOOPER—3-6-21.

A | (1) I think we should aim at some relief to Provincial revenues, and that steps should be taken to increase the standard rates of fees.

(2) I prefer the system of fee remissions to that of State scholarships.

P. L. MOORE—7-6-21.

LAW (EDUCATION) DEPARTMENT.

For orders as to circulation.

E.A.V.—11-6-21. N.K.—11-6-21. C. RAMANUJA ACHARIYAR—13-6-21.

Regarding A above, we have also to encourage a system for the institution of private secondary schools. The existing system of crediting all fees to the credit side leads necessarily to the costly system of Government schools which of course are very costly. The relief to Provincial revenues will inure more under my system.

For orders on the questions stated on page 7 *supra*.

R. RAMACHANDRA RAO—17-6-21.

Standard rate of fees cannot be raised now without consulting representative committee.

In the present state of unrest and attempts to boycott schools, it seems undesirable to introduce higher rates.

On the second question I prefer the system of fee remissions.

A. P. P[ATRO]—13-8-21.

My idea in suggesting an increase in fees was not to relieve Provincial finance but to make it possible for private schools to pay their masters better. Whatever may be the views of the management I know that a large number of actual schoolmasters consider this proposition quite a reasonable one.

It is impossible from the financial stand point to contemplate the raising of the pay of teachers in private schools at the expense of Government. It is for the Education Department to consider whether in these circumstances it is better to face the possible trouble that may arise over the raising of the fees or the discontent and deterioration in the quality of teachers which will follow if the latter are left behind at a time when all other professions are getting larger incomes.

A. R. K[NAPP]—17-8-21.

May be submitted to M-3.

C. RAMANUJA ACHARIYAR—17-8-21.

P. C. DUTT—19-8-21.

It is open to the management to raise the fee. Government will not object to levy of fees by management if an application be made, but Government would not raise the standard fees at present unless the people demand for enhanced fees. Government is criticised as adopting a *costly* system of education, and it will be giving further room for spreading ideas against Government, if Government of its own motion raise fees.

The initiative should come from the people and management.

I am still of opinion that system of fee remission has better advantages.

A. P. P[ATRO]—27-8-21.

A draft order is submitted.

E.A.V.—30-8-21.

N.K.—2-9-21.

C.R.—4-9-21.

P.C.D.—6-9-21.

On the understanding that this is not going to lead to a demand that Government should contribute towards raising the pay of private schoolmasters, I am content to agree with my honourable colleague.

But is any Editors' Table order on this subject necessary? The only paper in the current file is a letter from the Director asking whether he may call a conference. The disposal on that would ordinarily be a simple Government Order saying that Government do not think the question of raising fees need be pursued at present. I would suggest that this would simplify disposal and that the order to be placed on the Editors' Table might be confined to the contents of paragraphs 1 and 2 of the present draft.

A. R. K[NAPP]—8-7-21.

I agree with C-4 in his note, especially the second paragraph.

W[ILLINGTON]—10-9-21.

13
10 NOTES TO G.O. No. 1346, LAW (EDUCATION), 19TH SEPTEMBER 1921

The two drafts placed below are for approval.

S.K.--12-9-21. N.K.--12-9-21. C. RAMANUJA ACHARIYAR--13-9-21.
P. C. DUTT--14-9-21.

I do not think that any Editors' Table order on this subject is necessary. The reference originated with the Director of Public Instruction, and orders are passed on that. The disposal is contained in the draft order.

A. P. P[ATRO]--15-9-21.

The draft order sanctioning fee concession was alone marked for Editors' Table. The entry 'Editors' Table' has now been struck out from it. For orders whether the drafts may now issue.

Yes.

P.C.D.

S.K.--16-9-21. N.K.--16-9-21.

(The order was marked for Editors' Table, as the earlier order--No. 178, dated 17th February 1916--was placed).

C.R.--16-9-21.

M-3 has ordered that no Editors' Table order is necessary.

P.C.D.--17-9-21.

[G.O. No. 1346, dated 19th September 1921.]

Seott. II-10 (6)-12-1-15.

Law (Education) DEPARTMENT

Fee concessions.-- Indigent pupils of marked ability --
recommendations of the Education Conference of 1916 -
accepted.

READ AGAIN G.O. No., dated 191

" " " " " " " " " " " "

RE ALSO:-

C. No. 498., From the D.P.I., No. 1091/19, dated 2-2-20 191

(Q in issue copies. Print in full for record.) 191

" " " " " " " " " " " "

" " " " " " " " " " " "

ORDER.
Press.

No. 1346, dated 19-9-1921.

The Educational Conference convened in pursuance of G.O. No. 178 Edn., dated 17-2-1916, made the following recommendation in regard to the grant of fee concessions to indigent pupils of marked ability studying in aided institutions:-

"That for the purpose of granting
"fee concessions to indigent pupils of
"marked ability, expenditure by managing
"bodies on scholarships up to a limit
"of 10 per cent of the fee income
"reckoned at standard rates be con-
"sidered 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
"D.P.I.".

Two drafts
Sept 1921
Result No 22, page 18 & 19
of G.O. No 112825. 1.19 VII

VII

P.C.D. 6-9-21.

E.T.

1346 & 1347.

File
19/9/21

DESPATCHED
27 SEP 1941

DEPARTMENT

No. 13449, dated 17-9-21 191

N. K.
12-9-21.

The D.P.I.

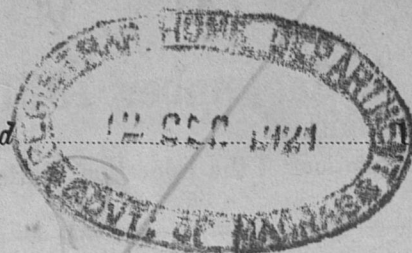
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21 SEP 1921
89

Law (Education)

DEPARTMENT.

C.F.—20

Received



Registered

191

Subject.

Requesting information as to when orders may be passed on Mr. Grieve's letter regarding the question of enhancing the rates of fees in Secondary Schools.

ENCLOSURES.

No.

Ref. on Cur. No. 3718 of 1920.

Spare copies

Station Madras, Dated the 9th September 1921

From (Name) R. Littlehailes Esq., M. A., M. L. C.,

(Designation) Director of Public Instruction,

Madras.

To The Secretary to the Government of Madras,

Law (Education) Department.

Sir,

I have the honour to invite your kind attention to Mr. Grieve's letter R.C.No. 3718 of 1920 dated 4th January 1921 regarding the question of raising the rates of fees in secondary schools and to request that early orders may be passed thereon.

I have the honour to be,

Sir,

Your most obedient servant.

R. Littlehailes
for Director of Public Instruction.

G.O. No. 1346, 19th September 1921
Fee Concessions

Indigent pupils of marked ability—Recommendations of the Education Conference of 1916—accepted.

READ—the following papers:—

I

Letter—from the Hon'ble Mr. R. LITTLEHAILES, M.A., Director of Public Instruction.
To—the Secretary to Government, Home (Education) Department.
Dated—Madras, the 2nd February 1920.
No.—Ref. on C. 1091/19.

With reference to paragraph 7 (i) of G.O. No. 112, Home (Education), dated 25th January 1919, and Government Memorandum No. 334 A-2 Home, (Education), dated 28th January 1920, I have the honour to state that reasons against leaving the award of scholarships to the school authorities will be found on pages 9 and 10 of the note on grant-in-aid prepared for the information of the members of the Educational Conference held in March 1916 and submitted to Government along with the Director's letter C.I. No. 24, dated 1st July 1916. They are as follows:—

(i) Awards made by school authorities may be biased or strong local influence may be brought to bear on the headmaster to award a scholarship to a person who was not really deserving of or needing it;

(ii) the necessary uniformity of rules regulating the award and a better comparison of the merits and needs of the various applicants for scholarships throughout the Presidency can be made if the scholarships are granted by a central authority;

(iii) when the award is made by a central authority the pupil need not attend any particular school, he may hold his scholarship in any school, no preferential treatment is then meted out to pupils who are prepared to attend a particular school;

(iv) the institution of scholarships in aided schools lends itself to the schools entering into unjustifiable competition with each other on account of the larger fee remissions and scholarships that one may be able to award over the other. Such inducements ought not to be fostered from a provision of public funds though there is no objection to private beneficence coming to the aid of particular schools, and providing scholarships in them; and

(v) the award by a central authority ensures that all districts and all classes of the community are able to obtain the advantages of a scholarship system.

2. Prior to the introduction of the present Grant-in-Aid Code in 1906, scholarship grants were being given to schools and colleges under private management which awarded scholarships to students attending the institution according to rules which were approved by the department. The present proposal of the conference is only a revival of the old practice with the difference that instead of paying separate grants towards scholarships we are called upon to pay increased teaching grants to the schools on account of scholarships.

3. Sir Alfred Bourne considered that the money spent on these scholarship grants could be better utilized in the award of Government scholarships by the department and the award of scholarship grants was therefore abolished from 1906. I am inclined to agree with Sir Alfred Bourne on this point and consider that the

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funds for the award of 'close' scholarships should be provided by private beneficence and not from Provincial Revenues.

4. The object of the recommendation of the conference is to offer additional facilities for the education of poor pupils of marked ability and this can be and is being achieved by the award of Government scholarships to them. The following statement of the actual expenditure on Government scholarships in secondary schools for boys alone during the last five years will show that the department is increasing the number of awards every year:—

	RS.
1914-15	51,123
1915-16	55,047
1916-17	56,418
1917-18	57,774
1918-19	62,635

The expenditure during the current year is likely to exceed Rs. 65,000 and a sum of Rs. 71,000 is provided in next year's budget estimate, the increase being especially intended for the award of scholarships to pupils of backward classes.

5. It has been the practice for the Director to request budget provision for funds for an increased number of general Government scholarships year by year with reference to the needs of the times and without the explicit sanction of Government for an increase in the number of scholarships awarded. The original number of general scholarships to be awarded received however the sanction of Government. According to this practice the number of scholarships in secondary schools available for award next year will be increased in the Government scholarship notification to be issued in June 1920. Special scholarships to particular classes of the community (e.g., to Muhammadans or Panchamas) are awarded only on the explicit sanction of Government.

6. All scholarships are allocated by the Director to circles according to the number of pupils and of secondary schools in each circle and are awarded by the Circle Inspectors of Schools. Other things being equal Inspectors consider first in the award of general scholarships the claims of those sections of the community who are most in need of aid. Inspectors of Schools are in the best position to judge of the requirements of individual schools and classes of the community in their circles. I would leave the award of the scholarships allotted to their circles to them as at present.

7. I recommend that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. I have suggested elsewhere that a small conference be held to discuss the rates of fees levied in secondary schools and an increased provision of scholarships.

8. With reference to paragraph 7 (iii) of G.O. No. 112, Home (Education), dated 25th January 1919, I suggest that the proposal to earmark a certain sum for award to aided secondary schools outside the provisions of the Grant-in-Aid Code be dropped.

G.O. No. 1347, 19th September 1921

Fees

Secondary schools—Question of raising—dropped for the present.

Order—No. 1347, Law (Education), dated 19th September 1921.

The Director of Public Instruction is informed that the Government do not think that the question of raising fees in secondary schools need be pursued at present.

(By order of the Government, Ministry of Education)

P. C. DUTT,
Ag. Secretary to Government.

To the Director of Public Instruction.

40

20 Mins

14 Pms

2 Pms

1 Pm

The heading
"Order No. 1347 Law (Education)", dated 19th September 1921, should be in italics

No. 1346, LAW (EDUCATION), 19TH SEPTEMBER 1921

Letter—from R. G. GRIEVE, Esq., M.A., Acting Director of Public Instruction.
To—the Secretary to Government, Home (Education) Department.
Dated—Madras, the 4th January 1921.
No.—Ref. on Cur. 3718/20.

With reference to paragraph 7 of G.O. No. 1486, Home (Education), dated 11th December 1920, I have the honour to state that in reply to the reference made by me to managers of schools most of the managers have reported that they are not willing to raise the rates of fees. The managers of a few schools have slightly raised the rates of fees during the current year and a few have agreed to raise the rates if the standard rates of fees are raised.

2. From conversation I have had with non-official gentlemen I have come to the conclusion that any question of enhancement of fees should not be confined to the secondary schools but should embrace colleges as well. Mr. Littlehales has already suggested that a small conference of representative members of educational and general interests might be called to discuss the new rates of fees to be charged and the consequential increase in the number and rate of scholarships to be awarded. This seems to me to be the proper course and if Government approve I shall suggest for their consideration the names of members of the conference.

Order—No. 1346, Law (Education) dated 19th September 1921.

The Educational Conference convened in pursuance of G.O. No. 178, Education, dated 17th February 1916, made the following recommendation in regard to the grant of fee concessions to indigent pupils of marked ability studying in aided institutions:—

"That for the purpose of granting fee concessions to indigent pupils of marked ability, expenditure by managing bodies on scholarships 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."

2. In paragraph 7 (i) of G.O. No. 112, Home (Education), dated 25th January 1919, the desirability of adopting the resolution was remitted to the Director of Public Instruction for further consideration in the light of the remarks made therein. The Director has since favoured Government with his views in the matter and, after giving very careful consideration to the question, the Government have decided that effect should be given to the resolution, in view chiefly of bringing about some measure of decentralization in the matter of the award of scholarships. The Director of Public Instruction is requested to submit for the approval of Government a draft of the necessary amendments to the Grant-in-Aid Code.

(By order of the Government, Ministry of Education)

P. C. DUTT,
Acting Secretary to Government.

To the Director of Public Instruction.
" Accountant-General (through Finance Department).
" Local Self-Government Department.
" Commissioner of Labour.

P.O.

HOME (EDUCATION) DEPARTMENT.
NOTES CONNECTED WITH G.O. No. 1346-1347, LAW (EDUCATION),
DATED 19TH SEPTEMBER 1921.

[SUBJECT.—Scholarships and fee remissions in secondary schools.]

From the Director of Public Instruction No. 1091, dated 2nd February 1920.

Prior to 1906, grants not exceeding one half of the amount contributed by managers were given on account of scholarships intended to help poor pupils of promise to prosecute their studies in secondary schools and colleges. In paragraph 45 (page 9 of G.O. No. 373, Educational, dated 3rd June 1905) of his letter No. 3460, dated the 12th April 1905, the then Director of Public Instruction (Sir Alfred Bourne) recommended the abolition of the grants for scholarships. He stated:—

"The amount of money spent in this way has not been very large and it could, I think, be better spent by adding it to the allotment for scholarships given entirely from Provincial funds under uniform rules. It is extremely difficult without unduly interfering with the liberty of managers to secure effectual control over the award of the scholarships given under this system."

"The Provincial scholarships are tenable in any institution and the managers may well be left to devote such money as they can afford to giving scholarships under their own rules."

The Grant-in-aid Code of 1905-1906 also allowed a reduction of 10 per cent of the standard rates when fee receipts were taken into account for fixing the grant to an institution. When the Code was under revision in 1906 the Director of Public Instruction proposed the abolition of the concession and certain other changes in the calculation of grants to secondary schools. He remarked:—

"That offer of aid is put in such a way that private funds may be supplemented by grant an equal amount by and... paragraph 14 on on (pages 4-5 of G.O. No. 356, Educational, dated 21st May 1906). This (the grant) applies only to such portion of those funds as is not used in covering any loss of income, due to a low rate of fees or the payment of those fees in whole or in part by means of scholarships. Sufficient provision is otherwise made for the award of scholarships from public funds to brilliant but impecunious pupils and it is better that the department should control the selection and not individual managers. It has been assumed that fees at standard rates, and not as in the existing Code at 10 per cent below these rates, may be collected. This will no doubt be considered by many managers to be a hardship. Calculations have been for many years based upon the rates so reduced, but I think that time has now fully come when the concession may be withdrawn in the case of these secondary schools. It is even possible that the time has come when the standard rates for secondary schools might be slightly raised. The best schools have no difficulty in collecting fees at these rates."

The Director of Public Instruction's views were accepted by Government. Accordingly in the Code issued in 1906, no provision was made either for grants for scholarships or for a reduction in the assessment of fee income for fixing the grant. (Chapter IV of the Grant-in-aid Code on page 17 of G.O. No. 356, Educational, dated 21st May 1906).

2. In paragraph 8 of its memorial printed on page 19 of G.O. No. 997, Educational, dated the 22nd August 1914, the Missionary Educational Council of South India urged that, in estimating the net cost of aided secondary schools and colleges, the expenditure incurred by the management in scholarships should be taken into account. At the meeting of the Legislative Council held in May 1914, the Honourable Mr. Srinivasa Sastri moved a resolution proposing to restore the old rule under which the fee income was assessed at 90 per cent of the standard rates for the purpose of determining grants payable under the Code—vide G.O. No. 852, Educational, 20th July 1914. The question of the provision of increased facilities for the free education

2 NOTES TO G.O. No. 1346-1347, LAW (EDUCATION), 19TH SEPTEMBER 1921

of poor boys of marked ability was also considered at the Conference of inspectors held at Ootacamund in June 1914 (G.O. No. 178, Educational, dated 17th February 1916). Finally, on the recommendation of the Director of Public Instruction (Sir Henry Stone), it was decided to summon a conference of officials and non-officials to discuss important questions bearing on the Grant-in-aid Code and the Educational Rules. One of the questions referred to the conference was the "principles and rules under which fee remissions or free admissions should be granted."

3. A note on the subject of scholarships and fee remissions in secondary schools was prepared by the Director for the use of the conference (G.O. No. 112, Home (Education), dated 25th January 1919). After considering the arguments put forward therein, the conference unanimously recommended:—

"That for the purpose of granting fee concessions to indigent pupils of marked ability, expenditure by managing bodies on scholarships 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."

4. In submitting the recommendation for the consideration of the Government, the then Director of Public Instruction (Sir Henry Stone) wrote as follows:—

"It might be argued that a preferable course to accepting the resolution would be a considerable increase in the number of scholarships awarded under the scholarship notification. These scholarships, however, are on a different footing from those proposed in the resolution, which would more properly be called fee remissions. The former are intended to cover in addition to school-fees expenses incidental to school life often away from the pupils' homes. An increase in the number of scholarships under the notification which would benefit as many pupils as the fee remissions proposed would therefore be considerably more expensive than the acceptance of the resolution, particularly as in aided schools, half the cost of the remissions is to be borne by the management."

"The departmental rules in contemplation will restrict the grant of the concessions to poor pupils of ability (portion B on page 11 of G.O. No. 112, Home (Education), dated 25th January 1919). It will be the duty of the inspecting officers to enforce them, and I do not think that they should have any great difficulty in doing so. They will, of course, have to report for every school the number of fee concessions they approve and in assessing the grant only this number, and the inspector's report will be treated as final, will be taken into account."

5. The recommendation of the Educational Conference was again examined by Messrs. Duncan and Moir and they pointed out a number of objections to the adoption of the recommendation—vide pages 34 and 35 of notes to G.O. No. 112, dated 25th January 1919. Agreeably to their suggestion, the question was again remitted to the Director of Public Instruction for further consideration in paragraph 7 (i) of G.O. No. 112, dated 25th January 1919.

6. The present Director of Public Instruction submits his views on the question. He recommends that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. He also recommends the holding of a conference to discuss the question of an increased provision of scholarships and the raising of the rates of fees levied in secondary schools.

7. The arguments in favour of the recommendations of the conference of 1916 are contained in the Sir Henry Stone's letter extracted on pages 3-4 ante. They are:—

(i) Government scholarships are intended to cover in addition to school fees expenses incidental to school life often away from the pupil's homes.

NOTES TO G.O. No. 1346-47, 19TH LAW (EDUCATION) SEPTEMBER 1921

(ii) An increase in the number of Government scholarships which would benefit as many pupils as the fee remissions recommended by the Conference would be considerably more expensive.

(iii) In aided schools, half the cost of the remissions will be borne by the management and grants will be payable only in respect of the other half.

(iv) To prevent any possible abuse, the number of remissions for each school may be fixed by the department and rules may be framed to restrict such concessions to poor pupils of ability.

8. The arguments against the proposal of the Conference are set out in the current file and in the note of Messrs. Duncan and Moir on pages 34 and 35 of notes to G.O. No. 112, dated the 25th January 1919. They are:—

(1) Awards made by school authorities may be biased or strong local influence may be brought to bear on the headmaster to award a scholarship to a person who was not really deserving of or needing it.

(2) The necessary uniformity of rules regulating the award and a better comparison of the merits and needs of the various applicants for scholarships throughout the Presidency can be made if the scholarships are granted by a central authority.

(3) When the award is made by a central authority, the pupil need not attend any particular school, he may hold his scholarship in any school, no preferential treatment is then meted out to pupils who are prepared to attend a particular school.

(4) The institution of scholarships in aided schools lends itself to the schools entering into unjustifiable competition with each other on account of the larger fee remissions and scholarships that one may be able to award over the other. Such inducements ought not to be fostered from a provision of public funds, though there is no objection to private beneficence coming to the aid of particular schools and providing scholarships in them.

(5) The award by a central authority ensures that all districts and all classes of the community are able to obtain the advantages of a scholarship system.

(6) Great pressure would be exercised on each school to utilize to the full the suggested maximum of 10 per cent and the fact that the managing body would only get a grant of 50 per cent of the fee concessions would have little restraining effect.

(7) The fact that only a half grant is allowed might debar poorer schools in remote localities where such concessions are most needed from granting them at all—paragraph 15 on page 35 of the notes to G.O. No. 112, dated 25th January 1919.

(8) Under the existing rules, a considerable percentage of pupils are already eligible for half fee concessions.

(9) While fee concessions are a legitimate form of inducement in the case of elementary education until compulsion is introduced, in the case of secondary schools much greater regard must be had to the selection principle.

(10) If fee concessions are allowed in aided institutions, they will have to be introduced in schools under the management of local bodies also—paragraph 12 of G.O. No. 112, dated 25th January 1919. This would result in a diminution in fee income to local bodies who may have to be compensated by additional subsidies from provincial funds—paragraph 23 of notes to G.O. No. 112, dated 25th January 1919.

(11) An increase in the number of Government scholarships combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable.

9. In view of the opinion now expressed by the Director, the proposal of the Education Conference of 1916 that expenditure by managers of schools on scholarships up to a limit of 10 per cent of the fee income should be recognized for the purpose of assessing the grant may be dropped—Resolution No. 22 on pages 18 and

4 NOTES TO G.O. No. 1346-47, LAW (EDUCATION), 26TH SEPTEMBER 1921

19 of G.O. No. 112, dated 25th January 1919. At the same time, it may be pointed out that the decision is not likely to be accepted without demur by non-officials. Attention is solicited to Diwan Bahadur Ramachandra Rao's speech printed on page 6 of G.O. No. 642, dated 19th May 1919.

10. In paragraph 7 of G.O. No. 112, dated 25th January 1919, the Government expressed the opinion that an increase in the number of Government scholarships now awarded combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable. The Director explains the present system of distribution of Government scholarships and considers that no change in the system is necessary. In paragraph 4 of his letter, the Director has also given figures as to the growing expenditure from Provincial funds on scholarships for boys in secondary schools. Whenever he suggests increased provision in the budget for scholarships, the suggestion is usually accepted.

11. The Director recommends the holding of a small conference to discuss the rates of fees levied in secondary schools and an increased provision of scholarships. The proposal to raise the rates of fees was made in connexion with the payment of discretionary grants to managers of aided institutions to enable them to raise the salaries of teachers in their employ. The proposal however evoked a good deal of opposition from the non-official members of the Legislative Council and it has been decided to provide in the next year's budget a sum of one lakh of rupees for distribution to managers of secondary schools towards the betterment of the pay of teachers in their employ. The Director of Public Instruction has been asked to institute the necessary preliminary enquiries. In the circumstances, it is doubtful whether the time is opportune for summoning a conference to consider the question of raising the scale of fees. If that proposal is to be dropped, there will be no need for a conference to discuss only the question of an increased provision of scholarships. Inspectors of schools will no doubt be able to furnish all necessary particulars for the framing of a decision. Besides, no orders have yet been passed on the questions raised in paragraph 8 of G.O. No. 112, dated 25th January 1919 (revision of the list of backward classes and the concessions to be allowed to them as regards fees and other matters). The Director of Public Instruction has not yet submitted his views on the general question. A proposal to amend rule 102 of the Madras Educational Rules so as to make the grant of half fee concessions compulsory in the case of Panchamas and others is under consideration. If the list of backward classes is materially reduced, it may become necessary to raise the provision now made in the budget for Government scholarships. Thus the two questions are somewhat related to each other.

12. The file may be sent ~~be sent~~ u.o. to the Director of Public Instruction for remarks and he may be asked whether in view of the considerations above put forth, he still thinks that a conference should be held to discuss the questions mentioned in paragraph 7 of his letter.

N. KAILASA SARMA.—13-3-21.

It is a question of doctors disagreeing and it is difficult for a layman to note.

2. The proposal is to allow in the financial statement of aided secondary schools fee remissions to indigent students of marked ability up to a maximum of 10 per cent of fee income.

3. The present Director of Public Instruction's counter-proposal is to award Government scholarships to such students; such students paying fees in cash to the management.

4. Speaking from a financial point of view the former is more advantageous to Government. First because the extent of pecuniary assistance is limited to the fee income and secondly half the liability falls on the management. But the chief reasons for the latter course are as follows:—

NOTES TO G.O. Nos. 1346-47 LAW (EDUCATION), 16TH SEPTEMBER 1921 5

(a) the first course will lead to an uniform 10 per cent in all schools; the standard of indigence and ability will vary; a central authority may practically sanction 20 per cent in one school and 2 per cent elsewhere.

Reply.—It is always understood that the Department of Education prescribes the rules of award so that the grant to undeserving pupils can be avoided. Nor can it be said that secondary education may be bolstered up in any institution to more than 10 per cent of the maximum accommodation for pupils.

(b) Private managements will not pay due heed to backward communities.

Reply.—Even here it is open to the Educational department to enunciate rules how the fee remissions should be distributed.

5. The presumption underlying the present proposal that a central authority is likely to award the scholarships more equitably than private managements is in my opinion entirely erroneous. And the whole body of educated opinion inclusive of missionary educationists is against. So I am for accepting the resolution of the Educational Conference of course after providing due safeguards to meet the criticisms advanced.

Note.—The proposal for a committee for revising the fees will be considered separately. Paragraph 8 of Director of Public Instruction's report 4 current file is dealt with in the lined file.

R. RAMACHANDRA RAO.—15-3-20

I am inclined to agree with the Secretary that the proposal of the conference, supported by Sir Henry Stone, should be adopted. I see little beyond technical force in the objections raised to it. The Education department, like other departments, must get used to the idea of delegating and decentralizing its powers and this is, I think, an excellent opportunity for a beginning.

But I see some merit in the idea that we should tack this question on to that of raising fees in secondary schools—a subject to which I attach great importance and in which I agree with the Director of Public Instruction. In fact the initiative in this direction was, I think, at my instance. I should therefore like to see Mr. Littlehailes proposals about a conference.

A. R. K[NAPP]—16-3-20.

[Further action taken regarding discretionary grants in G.O. No. 1486, dated 11th-December 1920.]

LAW (EDUCATION) DEPARTMENT.

From the Director of Public Instruction, No. 3718, dated 4th January 1921.

In connexion with the proposals for the distribution of special grants among managers of secondary schools to enable them to raise the pay of teachers in their employ, the Director of Public Instruction (Mr. Littlehailes) in his unofficial note No. 57, dated 2nd February 1920, suggested that part at least of the cost of raising the pay of teachers in secondary schools should be met by an enhancement of the rates of fees now levied—pages 5 and 6 of notes to G.O. No. 1486, dated 11th December 1920. At the same time he suggested an increase in the number of scholarships in secondary schools for the benefit of poor boys of promise. If the suggestions were accepted by Government, he proposed to summon a small conference of representative members of educational and general interests to discuss the question.

2. At the meeting of the Legislative Council held on the 5th February 1920, the Hon'ble Mr. P. Siva Rao moved a resolution recommending an allotment of three lakhs for raising the pay of teachers in secondary schools and, in that connexion, the suggestion to raise the rate of fees paid by pupils in secondary schools was made by the Director of Public Instruction—paragraph 2 of Official Memorandum No. 498

NOTES TO G.O. Nos. 1346-47, LAW (EDUCATION), 19TH SEPTEMBER 1921 6
dated 31st March 1920, on page 2 of G.O. No. 1486, dated 11th December 1920, and Mr. Knapp's special on page 6 of notes thereto and also G.O. No. 539, dated 4th May 1920. The proposal however met with a chorus of opposition at the hands of non-official members of the Legislative Council. In the end, the Government agreed to provide a sum of one lakh for distribution to schools in need of special aid for raising the pay of teachers in their employ. This sum of one lakh was distributed among the schools mentioned on pages 6-8 of G.O. No. 1486, Home (Education), dated 11th December 1920.

3. In his note, dated 16th March 1920, the Hon'ble Mr. Knapp desired that the Director of Public Instruction should submit proposals for the holding of a conference to discuss the question of an increase in the rates of fees now levied in secondary schools and, in paragraph 4 of Official Memorandum No. 498 A-1, dated 31st March 1920, the Director of Public Instruction was asked to submit a report on the subject—page 8 of notes to G.O. No. 1486, dated 11th December 1920. The Director of Public Instruction now states that, in reply to the reference made to the managers of schools, most of the managers have reported that they are not willing to raise the rates of fees, that the managers of a few schools have slightly raised the rates of fees during the current year, and that a few have agreed to raise the rates if the standard rates of fees are raised—page 2 of G.O. No. 1486, dated 11th December 1920. The Director of Public Instruction also states that any question of the enhancement of fees could not be confined to secondary schools but should embrace colleges as well. If the Government agree to the further consideration of the question by a conference representative of all interests, the Director of Public Instruction proposes to submit for their approval the names of members of the conference.

4. The rates of fees laid down in Chapter VIII of the Madras Educational Rules are intended for observance only in secondary schools under public management. Even under existing rules, it is open to the manager of an aided institution to levy higher rates of fees, but it is reported that most of the managers are unwilling to do so. The present is not a very favourable opportunity to raise the question of enhancement of fees in secondary schools and colleges. The consideration of the University Commission's report by the University and by the Government may eventually result in a revision of the educational system and of the fees payable. It may perhaps be better to await that opportunity. If, however, it is decided that the matter should now be proceeded with, the Director of Public Instruction may be asked to submit his recommendations in regard to the constitution of the committee, as that will be the necessary preliminary step in the matter.

N.K.—21-1-21.

C. RAMANUJA ACHARIYAR—22-1-21.

I should like to summarize the position.

2. We held a conference; it was a strong conference indeed; it met in 1916 and made a number of definite recommendations.

3. It took us three years to pass orders and even then on two questions all we did was to remit them to the Director for further examination and report.

4. One of these questions was the award of scholarships or fee concessions in secondary schools up to a limit of ten per cent of the fee income. The conference resolved that these concessions, up to a limit of ten per cent reckoned at standard rates, should be considered as legitimate expenditure for the purpose of assessing the grants.

5. Sir Henry Stone recommended the adoption of this recommendation subject to restricting the grants to poor pupils of ability. When the matter was remitted to the Director, with a definite lead, Mr. Littlehailes turned round and recommended that the proposals be dropped and declared himself in favour of the grant of Government scholarships. The Hon'ble Mr. Knapp, as Honourable Member (Education), was in favour of adopting the proposals of the conference supported by Sir Henry Stone. He urged the additional reason that that will lead to decentralization; but

Speech

NOTES TO G.O. Nos. 1346-47, LAW (EDUCATION), 19TH SEPTEMBER 1921 7

he wanted at the same time the question of the increase of fees in secondary schools to be examined.

6. Another of the resolutions adopted by the conference was that the Director should be given discretionary grants to aided schools outside the provisions of the Grant-in-Aid Code. This question also was remitted to the Director for examination with a lead and the Director dropped the question altogether. But the question of increased grants to secondary schools connected with the question of increased fees came again under review. It is in connexion with these two matters that the present report has been received. The Director's present solution is to refer the matter to a committee. I fail to see what purpose this committee will serve now. The conference sat and has made definite recommendations, the recommendations have been considered by successive Directors, and it is for the Government to consider and pass orders one way or the other. The question of discretionary grants has been definitely dropped and the question of award of scholarships or fee remissions is to be now tackled.

7. So far as this question is concerned, whether the expenditure is by way of cash payment by Government or by way of authorized fee remission, the financial commitment to Government will be the same and the advantage in the latter method is that it is more decentralized. I think the proposal may therefore now proceed for orders.

8. Regarding the question of standard fees. At present the financial statement of a school shows on the one side all the expenses and on the other side the receipts, the main item being fees. Government sanction a grant of half the net difference. The other half of this net difference has to be met out of private funds. With the rapid expansion of the expenditure necessitated by the growing needs of individual schools and with the number of schools, it is becoming more and more difficult to secure private help to meet the deficit. The Presidency is not a rich presidency to permit endowments. The easiest method of equalizing this burden is by distributing it on the parents of the children as broadcast as possible. So what I would propose as a rational system of fees is this. Government should prescribe a standard rate of fees. It must be open to the management to levy a higher rate which they actually do now in several cases. The difference between the higher rate and the standard rate should not be treated as an asset but should be reckoned as a contribution from the public towards the expenses of the school. In the financial statement only the standard fee should appear on the debit side and the Government grant should be based on this alone being reckoned as the receipt. It should be open to the management to make up its part of the deficit by the increase over the standard rates. If the management levies the higher rate, it will of course have to attract its pupils by the higher tone of education that it imparts and this, from an educational point of view, is desirable. If this policy be approved of, it follows that no detailed enquiry into the rate of fees is called for. The present standard fees may remain as they are, and the management may be told that it is open to them to levy any higher rate and to include such excess as a private asset.

9. Orders are now desired on the two questions:

whether the recommendations of the conference about the ten per cent fee remission being the limit of allowance in the financial statement should be approved;

whether the above policy in the levy of fees be approved, which means that there is no necessity for a committee to consider the questions.

R. RAMACHANDRA RAO—9-3-21.

FINANCE DEPARTMENT.

There are two questions considered in this case, viz., (1) enhancement of fees in secondary schools and (2) award of scholarships or fee concessions in secondary schools.

8 NOTES TO G.O. No. 1346-47, LAW (EDUCATION), 19TH SEPTEMBER 1921

2. *Enhancement of fees in secondary schools.*—This question arose in connexion with the proposal for raising the pay of teachers in secondary schools. In February 1920, the Director of Public Instruction suggested that part at least of the cost should be met by an enhancement of the rates of fees now levied. At the instance of C-4 (the Hon'ble Mr. Knapp), the Director of Public Instruction was asked to submit proposals for the holding of a conference to discuss this question. The Director of Public Instruction has reported that most of the managers of schools whom he consulted are unwilling to raise the rates of fees, while a few have slightly raised their fees in the current year, while others again have agreed to do so, if the standard rates of fees are raised. If the Government approve of a small conference to decide the question, he proposes to submit names of members for a conference. The Law (Education) Department do not see the necessity for another conference, but state that the easiest method of equalizing the increased burden is by distributing it on the parents of children as broadcast as possible. It is proposed that the existing rates of fees may be allowed to continue with an option to the management to levy a higher rate if they chose and to treat such an excess as a private asset.

3. The main sources of income to a secondary school under private management are:—

- (1) Fees from pupils,
- (2) Funds of the management, subscriptions and endowments and
- (3) Grants from Provincial funds.

(Cf. Director's u.o. note on page 5 of notes to G.O. No. 1486, Home (Education), dated 11th December 1920.)

The grant which Government give is half the net cost of the school. In calculating the net cost of a school, the *actual* fee income is not shown as receipt, but only such of the income as would be collected at the standard rates, irrespective of the fact whether standard rates are adopted or not. (It is stated that the management actually levy a higher rate in several cases). The excess, if any, due to the adoption of higher rates goes to the management and is not taken in deduction of charges in calculating the *net* cost. On the other hand, Government have to bear half the increased cost of the school. Thus the proposal of Law (Education) will enable the management to find their share of the increased cost due to the revision of pay of teachers by the levy of higher rates of fees; but there will be no corresponding relief to Provincial revenues. It does not seem that the object aimed at, viz., that part at least of the increased cost to Government on account of raising the pay of teachers should be met by an enhancement of fees, will be achieved. It is therefore for consideration whether the proposal of the Law (Education) Department will be

J.M.H.—3-6-21. } accepted, or whether steps should be taken
to increase the standard rates of fees as

suggested by the Director of Public Instruction.

4. *Award of scholarships or fee concessions.*—The Education Conference of 1916 recommended that the expenditure on scholarships by managers of schools up to a limit of 10 per cent of the fee income should be recognised for the purpose of assessing the grant. But the Government thought that an increase in the number of scholarships combined with a system of distribution with reference to the needs of particular schools and areas and communities would be more suitable. The Director of Public Instruction was accordingly asked to re-examine the question and to submit further proposals and he recommends that the proposal of the conference be dropped, the object contemplated being attained by a gradual increased provision being made for the award of Government scholarships in secondary schools in future years so far as funds permit and so far as there is need for such increase. The arguments for and against the proposal for authorized fee remissions have been summarized in paragraphs 7 and 8 of the Education Department note on pages 5-7

9 NOTES TO G.O. No. 1346, LAW (EDUCATION), 19TH SEPTEMBER 1921

~~new file in linked case.~~ The proposal to grant fee remission is considered more advantageous from the financial point of view, for the extent of pecuniary assistance in this case is limited to the fee income, and half the liability falls on the management; whereas in the case of scholarships the entire cost will have to be borne by Government. Moreover, this system is more elastic and decentralized. C-4 (the Hon'ble Mr. Knapp) was already inclined to the system of fee remissions to that of giving direct Government scholarships, and apparently the Law (Education) Department are of the same view. Submitted that this Department may agree.

V.G.—20-5-21. V.V.—3-6-21. J. M. HOOPER—3-6-21.

A (1) I think we should aim at some relief to Provincial revenues, and that steps should be taken to increase the standard rates of fees.

(2) I prefer the system of fee remissions to that of State scholarships.

P. L. MOORE—7-6-21.

LAW (EDUCATION) DEPARTMENT.

For orders as to circulation.

E.A.V.—11-6-21. N.K.—11-6-21. C. RAMANUJA ACHARIYAR—13-6-21.

Regarding A above, we have also to encourage a system for the institution of private secondary schools. The existing system of crediting all fees to the credit side leads necessarily to the costly system of Government schools which of course are very costly. The relief to Provincial revenues will inure more under my system.

For orders on the questions stated on page 4 supra.

R. RAMACHANDRA RAO—17-6-21.

Standard rate of fees cannot be raised now without consulting the Representative Committee.

In the present state of unrest and attempts to boycott schools, it seems undesirable to introduce higher rates.

On the second question I prefer the system of fee remissions.

A. P. P[ATRO]—13-8-21.

My idea in suggesting an increase in fees was not to relieve Provincial finance but to make it possible for private schools to pay their masters better. Whatever may be the views of the management I know that a large number of actual schoolmasters consider this proposition quite a reasonable one.

It is impossible from the financial stand point to contemplate the raising of the pay of teachers in private schools at the expense of Government. It is for the Education Department to consider whether in these circumstances it is better to face the possible trouble that may arise over the raising of the fees or the discontent and deterioration in the quality of teachers which will follow if the latter are left behind at a time when all other professions are getting larger incomes.

A. R. K[NAPP]—17-8-21.

May be submitted to M-3.

C. RAMANUJA ACHARIYAR—17-8-21.

P. C. DUTT—19-8-21.

It is open to the management to raise the fee. Government will not object to levy of fees by management if an application be made, but Government would not raise the standard fees at present unless the people demand for enhanced fees. Government is criticised as adopting a *costly* system of education, and it will be giving further room for spreading ideas against Government, if Government of its own motion raise fees.

The initiative should come from the people and management.

I am still of opinion that system of fee remission has better advantages.

A. P. P[ATRO]—27-8-21.

A draft order is submitted.

E.A.V.—30-8-21. N.K.—2-9-21. C. RAMANUJA ACHARIYAR—4-9-21.

P. C. DUTT—6-9-21.

10 NOTES TO G.O. Nos. 1346-47, LAW (EDUCATION), 19TH SEPTEMBER 1921

On the understanding that this is not going to lead to a demand that Government should contribute towards raising the pay of private schoolmasters, I am content to agree with my honourable colleague.

But is any Editors' Table order on this subject necessary? The only paper in the current file is a letter from the Director asking whether he may call a conference. The disposal on that would ordinarily be a simple Government Order saying that Government do not think the question of raising fees need be pursued at present. I

I do not think the Honourable Member, C-4, suggests an order for Editors' Table.

A.P.P.

would suggest that this would simplify disposal and that the order to be placed on the Editors' Table might be confined to the contents of paragraphs 1 and 2 of the present draft.

A. R. K[NAPP]-8-7-21.

I agree with C-4 in his note, especially the 2nd paragraph.

W[ILLINGDON]-10-9-20.

The two drafts placed below are for approval.

S.K.-12-9-21. N.K.-12-9-21. C. RAMANUJA ACHARIYAR-13-9-21.

P. C. DUTT-14-9-21.

I do not think that any Editors' Table order on this subject is necessary. The reference originated with the Director of Public Instruction, and orders are passed on that. The disposal is contained in the draft order (Director of Public Instruction).

A. P. [PATRO]-15-9-21.

The draft order sanctioning fee concession was alone marked for Editors' Table. The entry 'Editors' Table' has now been struck out from it. For orders whether the drafts may now issue.

Yes.

P.C.D.

(The order was marked for Editors' Table, as the earlier order—No. 178, dated 17th February 1916—was placed).

S.K.-16-9-21. N.K.-16-9-21. C. RAMANUJA ACHARIYAR-16-9-21.

M-3 has ordered that no Editors' Table order is necessary.

P. C. DUTT-17-9-21.

[Notes to G.O. Nos. 1346-47, dated 19th September 1921.]

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