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[Despatch Abstract.]

Primary Education

Addressing the Govt of India

on the subject of ——— in the

Madras Presidency.

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Government {1902} of Madras.

EDUCATIONAL.

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G.O., &c., Nos. 302, 303, 17th May 1902.

MAY.

Primary Education.

Addressing the Government of India on the subject of — in the Madras presidency.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—the following paper :—

From the Hon'ble Mr. G. H. STUART, M.A., Barrister-at-Law, Director of Public Instruction, Madras, to the Secretary to Government, Educational Department, dated 4th April 1902, No. Cl. 26.

I have the honour to submit my remarks on paragraphs 11—18 of Mr. Hewett's letter communicated with G.O., No. 678, Educational, dated 21st November 1901.

Primary education.—The definition of primary education as "the education of the masses in the vernacular" does not carry us very far, and I am not sure that it can be entirely accepted as regards Madras if it is meant to exclude the teaching of English as a language. In the North I believe "vernacular" means "Hindustani", or at all events a "vernacular education" includes the teaching of Hindustani. In Madras, Hindustani is spoken to a very slight extent and as far as there is a common language it is English. In the town of Madras and in several of the other large towns English is taught in almost every school, and a boy who knows a little English has a very much better chance of employment than one who does not. Wherever then Hindustani is allowed to be taught in schools in the North, English should be allowed in Madras schools. Many parents send their children to school solely to learn English, and if it were abolished they would not send them at all. I think it would be a most retrograde step to prohibit the teaching of English—a knowledge of which is, from every point of view, the most useful accomplishment that a boy in this country can possess.

Expenditure on primary schools.—A comparison is made between Madras and Bombay, from which it appears that Madras spends less on primary education relatively to secondary education than Bombay, and it is suggested that by restricting the expenditure on secondary education more funds might be found for primary schools. Relatively to its population the expenditure on collegiate and secondary education in Bombay is greater than in Madras; and there are certain items included in the Madras figures, which are excluded in those for Bombay, *e.g.*, the expenditure on medical education. The cost to the (Provincial revenues) State of educating each student in the collegiate and secondary stages of instruction in Madras and Bombay, respectively, is shown below :—

		Madras.			Bombay.		
		Rs.	A.	P.	Rs.	A.	P.
College		78	8	9	86	9	0
High school	Boys	3	14	0	13	7	5
	Girls	13	12	10	25	7	0
Middle school	Boys	2	5	7	6	5	4
	Girls	6	10	0	12	2	10

These figures do not seem to show that the expenditure on education above the primary stage is extravagant in Madras, or that such education can be made much more self-supporting. The large total is due to the great extension of collegiate and secondary education in this presidency, and it is hardly possible to reduce the expenditure without checking the spread of higher education to an undesirable extent. Colleges and schools already complain that their efforts are not sufficiently assisted by Government. Grants are occasionally withdrawn from secondary schools which have become self-supporting, but the amount that can be reasonably expected from this source is very small. Even if the whole amount now expended on collegiate and secondary education were transferred to primary education, it would not be enough, so that it is necessary to look elsewhere for the required funds. The improvement and extension of primary education is indeed entirely a question of funds, and this department of education has for many years been starved in Madras.

Primary education in Madras is conducted to a very large extent through the agency of schools under private management, and in this respect the system is in strong contrast with that of some of the other provinces. Compared, for instance, with Bombay, the figures for 1899–1900 for boys' schools are as follows :—

—	Madras.		Bombay.	
	Schools.	Pupils.	Schools.	Pupils.
Government	197	8,105	9	1,182
Native States	..	..	2,091	113,345
Board	2,610	123,296	4,436	271,723
Aided	11,232	338,520	1,735	70,185
Unaided	6,036	128,783	96	3,578
Total ..	20,075	598,704	8,367	460,013

In Bombay therefore 78 per cent. of the schools containing 84 per cent. of the pupils were Government, Board, or Native State schools ; while in Madras the corresponding figures were 14 and 22 per cent. Almost the only schools maintained by Government are those in the hill tracts and the practising schools attached to training schools. Under the impression that the policy of the Supreme Government was gradually to retire from the direct management of education, and that this policy involved a similar withdrawal on the part of local boards, the latter have been encouraged to give up their schools to private managers—a policy that they have been only too ready to adopt. The number of local and municipal board schools in 1895 was 3,351 ; in 1901 it had fallen to 2,509. It now appears that we have either mistaken the intentions of the Government of India, or that those intentions have changed, for we are now told that there must be a large increase in the number of primary schools under departmental management. I hesitate, however, to recommend the immediate replacement of our present grant-in-aid system by a departmental system on account of the great expense that this would involve. As a first step I recommend that a good Government primary school should be established at some convenient place in each taluk. This involves the starting of 169 schools which would generally be at the head-quarters of the taluks. As time goes on we can gradually take up the less efficient private schools and convert them into Government or board schools, and local and municipal boards should be given to understand that they are no longer to endeavour to get rid of their schools but are to continue to maintain all those now existing and to establish others wherever necessary. In the meantime, in order to maintain the existing grant-in-aid schools in as efficient a state as possible, it is necessary to increase largely the allotments for results and fixed grants. The schools managed by missionary bodies are generally fairly efficient, but as much cannot be said of the other schools under private management. But we have no right to look to missionary bodies to supply a system of primary education for the whole province, nor are they in a position to undertake it, however liberally they may be aided. The

danger of the grant-in-aid system is that in times of financial pressure it is so easy to reduce the allotment for grants, the result being that schools either drop out of existence or become inefficient. Government and board schools, on the other hand, once started, have to be maintained, or at least, if we abolish them, we know what we are doing. If then primary education is to continue to be largely in private hands, aided by grants (and in Madras I think it must so continue for some time), it is necessary to see that grants are not only not reduced but are gradually increased with the spread of education and increase of population. In my letter No. C1. 7, dated 30th January 1902, I have stated the amount which I think should be provided for this purpose in order to pay grants in full and to meet future extensions. If we are placed in a position to pay full grants, we can then justly insist that all aided primary schools shall carry out the instructions of the department, provide themselves with fitting buildings and employ properly qualified teachers. This is a position we cannot with good grace take up when we pay grants at rates of 12 annas, 8 annas, 4 annas and even as low in some cases as 2 annas in the rupee of earnings.

Control over local boards.—This is already in almost all respects as complete as it is in the Bombay presidency. The educational part of the budget estimates of each local board is prepared by the inspecting staff. The board then considers it and forwards the whole budget to Government for approval, at the same time sending a copy of the educational portion to the Director of Public Instruction. He suggests alterations if he considers them necessary and sends his remarks to Government who review the budget as a whole and accept the Director's suggestions if the funds of the board are adequate. Appointments, promotions, etc., are nominally made by the president of the board, but he has to consult the inspecting officers and practically has to accept their recommendations. Fees in board schools are fixed by Government and such schools have to conform to all the Madras Educational rules just as if they were Government schools.

The rules for municipal councils are the same as those for local boards.

(iii) *The results grant system.*—A system of fixed grants was introduced in March 1899 and is gradually replacing the results grants system. In 1899–1900 the amounts given in fixed and results grants were as under :—

—	Fixed.	Results.	Total.
	Rs.	Rs.	Rs.
From Provincial funds	1,35,936	90,744	2,26,680
,, Local ,, ...	22,524	2,01,791	2,24,315
,, Municipal ,, ...	49,830	36,913	86,743
Total ..	2,08,290	3,29,448	5,37,738

All schools in the permanent section of the school list, that is, those which fulfil all the conditions of recognition, are now aided by fixed grants, the grant being fixed on the average of the results grants paid during the previous three years. The grant is fixed for three years only and is liable to revision at the end of that time on a consideration of the general state of the school. Schools which do not completely fulfil the conditions of recognition are placed in what is called the temporary section of the school list and are aided by results grants. Managers much prefer the fixed grant system and therefore the method described above serves as an incentive to them to fulfil the conditions of recognition and get their schools into the permanent section. I would therefore deprecate any sudden abolition of results grants. They are gradually being replaced by fixed grants, and in the course of a very few years, when the number of schools remaining on the results system will not be very great, it will be possible to withdraw aid from them altogether if they cannot qualify for fixed grants.

Pay of primary teachers.—In the few primary schools directly maintained by Government the pay of teachers is generally higher than in primary schools under

local boards or private management. Even in Government schools, however, the rates of pay might be raised; a headmaster should be paid from Rs. 20 to Rs. 25 and under-masters in proportion. If this were done, better men would be willing to undertake the work of teaching; and it is useless to improve the scheme of teaching without securing better men to work it. A similar increase should of course be made in the pay of board school teachers. In Government schools the cost would not be great as they are so few in number; it is, however, difficult to see how local boards can provide the necessary funds, and they would probably have to be largely helped by Provincial subsidies.

In the case of aided primary schools the masters in most cases depend on their grant and on whatever small amount they can collect in fees. The only way to improve their position is therefore to increase the grant. Of late years we have in Madras been unable to pay the full amount of grant earned, and consequently the position of primary teachers has deteriorated. The increased allotment for fixed and results grants that I have proposed will have the effect of improving their pay.

Training schools for primary teachers.—The number of training schools in Madras is ample; in fact, I think that some of them may ultimately be abolished and the funds now spent in maintaining them be devoted to improving and extending those that remain. I am considering the question of completely revising the course of instruction in training schools so as to extend the period of training to two years (ultimately probably to three), giving much more general education and abolishing in most cases the practising schools. In this connection I beg to ask the attention of Government to a memorandum which has been drawn up, at my request, by Mr. Stone, acting Principal, Rajahmundry Arts and Training college. This embodies the principles which I think should be generally observed in training schools, and I propose at an early date to call a small conference in order to frame a rational course of studies for such schools as well as to revise the curriculum for primary schools generally.

Education in the vernacular.—The vernacular is the medium of instruction in all primary schools in this presidency and also in nearly all lower secondary schools and classes. In upper secondary classes English is the usual medium of instruction, supplemented by explanations in the vernacular; but all pupils except those who take up Sanskrit or some other classical language continue to study their vernacular as a *subject* up to the end of their school course and even to the end of the college course if they proceed so far.

That a boy should not be permitted to begin to learn English too soon is of course a truism: the question to be decided is, what is "too soon"? My own opinion is that if the teacher and teaching are good, the sooner the study of English as a spoken language is begun the better. A language is acquired in childhood with a facility that is lost in after-life. It is only in the larger towns, however, that English is taught in primary classes, and even there it is not used as the medium of instruction. In rural primary schools the teachers, as a rule, know very little English, or none at all, and do not attempt to teach it.

Primary education of agriculturists.—I have dealt with this in a separate letter.

Kindergarten methods.—I agree with the remarks in paragraph 17 on the subject of Kindergarten methods of instruction. The methods adopted in this presidency are in all essential points in accord with the views expressed by the Government of India and by the Conference; and there is little difference between the system of Kindergarten training adopted here and that about to be started by the Bengal Government. I propose, as I have stated in a previous communication, to set forth the Madras curriculum in as full detail as the Bengal Code, and in doing so the recommendations of the Government of India will be kept in view. It is obvious, however, that no system of instruction, however well conceived, will be of any use till properly qualified teachers are available, and this will not be the case unless the salaries of primary school teachers are improved and our training schools are better equipped and better organised.

Enclosure.

Training of Primary Teachers.

With reference to remark in your review of the Coimbatore District Report on Education referred to me by the Inspector of Schools, Western Circle, under his endorsement, No. 4480 of 26th September 1900, I have the honour to submit the following remarks on the training of primary teachers. I have included in them much that is of common knowledge and can only hope that you will consider the fact that I have aimed at something like a complete treatment of the subject, a sufficient excuse for so doing.

2. One of the recommendations on primary education made by the Education Commission was that primary instruction should not necessarily be such as will lead up to the university, but such as will best fit the masses for their position in life; that is to say, the commission emphasized the importance of developing a system of true elementary education designed to provide such knowledge and mental discipline as will best fit the mass of the nation to be wage-earners in trade and industry and to realise their rights and duties as citizens.

3. In 1900 there were in the Madras Presidency 5,69,479 boys in the primary classes of public schools and ten per cent. would be an outside estimate of the proportion of these that will receive instruction beyond the primary stage. That is to say, there are some half a million boys receiving what in England would be called elementary education or about 20 per cent. of those boys of school-age who are not receiving higher instruction. These figures show that there is sufficient quantity of elementary education to make its quality a matter of prime importance. Now the quality of elementary instruction will depend on the curriculum followed and the efficiency with which it is taught. In the Madras Presidency, the attempt has been made to provide an elementary curriculum as distinct from one preparatory for secondary education by making the taking up by primary schools of two out of a fairly large list of optional subjects in addition to the 3 R's, a condition of recognition and aid. If managers of schools generally had in view the drawing up of a sound elementary curriculum for their schools and were competent to the work, this system would answer pretty well. As, however, a great majority of the managers are results schoolmasters with the crudest possible notions about education, we may reasonably expect that ideal perfection is the last thing they think about in deciding what optional subjects to teach.

4. The summary, on page 54 of your last report on public instruction, of the results of the result-grant examination in the various standards in primary schools seems to me to confirm the justice of this expectation. In the first place, it appears that optional subjects when taught at all (and I believe result schoolmasters are still treated with a good deal of leniency in this matter) are evidently very badly taught, since in no standard do the number of passes in optional subjects reach what should be the normal number, viz., twice the number of passes in the compulsory subjects. In the fourth standard they approach it. In the third standard, however, the passes in the optional are only about half of those in the compulsory subjects and the proportion diminishes rapidly in the remaining standards. Not only, however, do managers show indifference to the optional subjects in general but their choice of them is hardly such as to make for an ideal elementary curriculum. Drawing is almost entirely neglected and object lessons are practically dropped after the second standard, so that they do not serve their purpose of developing into elementary science. Geography which no doubt should be included in such a curriculum is, I am glad to observe, largely taught; but the most popular subject for the third and fourth standards is hygiene, a subject which, I venture to think, can only properly appear in an elementary curriculum as the practical outcome of a course of object lessons and elementary science.

5. It cannot, I think, be reasonably doubted that managers choose those subjects which they think are easiest and, what is nearly the same thing, teachers qualified to teach which can be had cheap. Geography is a traditional elementary school subject,

the amount asked for is very small and is spread over three standards, hence it is commonly chosen. I am unable to believe that a passion for sanitation on European principles leads managers to take up hygiene. They do so simply because it is found to be a comparatively easy subject in which to secure passes. Very little is required of the people and that little can be learnt by heart out of a book. Similarly hardly any primary schoolmaster knows drawing, and most have taken up geography. Whether they know hygiene is of little consequence because there is the book and I doubt if a Sub-Assistant Inspector is to be found who would refuse a pass on book knowledge because a pupil could not "answer such simple questions on sanitation as would come within his daily experience," even if he did not cherish a private opinion that his daily experience cantradicted much of the sanitation of the book. Object lessons are practically dropped after the second standard, *i.e.*, at the point at which they begin to lead to something of value, because the teachers knowing no science, cannot carry them beyond the standard typified by the cow and its products, milk, butter and ghee.

6. So far I have laid the blame of the want of a good elementary curriculum on the managers, because the provision of a choice of optional subjects is held to meet the needs of such a curriculum. I venture to think, however, that the best course of studies that an enlightened manager could arrange with the existing code would be far from ideal, that, in fact, a satisfactory course of elementary education has yet to be worked out for the Presidency.

7. In the first place, the existing course assumes that the children will, on the whole, be younger than they actually are in the elementary schools. In the rural schools, the infant standard does not usually contain even a majority of actual infants and boys of 13 or 14 are common in the third standard. A higher mental development and more rapid progress may therefore be expected in such schools than the code contemplates, and children entering the school have often enough passed the stage in which the methods suggested for the infant and first standards can be usefully employed. It may be said that the schoolmaster can put this right. He is not obliged to keep children in a standard they have outgrown. In a great many cases this is expecting too much of him. What the code no doubt intends as a minimum for the first year of school life, he takes as the maximum, and a boy coming to school say at eight years and leaving at twelve will have made no more progress than if he had entered at five and left at nine.

8. In the second place such difference as can and should be made between a preparatory and elementary course in the compulsory subjects is not attempted, too much liberty of choice of optional subjects is allowed, the list of such subjects is susceptible of improvement and the courses of study for each of them still more so.

9. I do not propose to attempt to lay down a satisfactory elementary course for the Presidency. It will, I think, be admitted that it should be confined to the pupil's vernacular, should be on practical lines and should aim at forming the habits of observation and reasoning on the affairs of common life rather than at providing boys with knowledge which can only be valuable as preparatory to further acquisitions. I may perhaps also mention one or two further points in illustration of what I mean. In language the faculty of expression in speech and writing should be cultivated. Object lessons on plants and animals should from the beginning introduce the idea of classification and should really develope into elementary science, so as to include the elements of physics if not of chemistry. In arithmetic such things as least common multiple and greatest common measure should not be introduced unless the treatment of fractions as a whole can be included in the course. Drawing should be compulsory and of a mechanical rather than artistic kind, including elementary measurement drawing, plan-making and the drawing of the forms of common objects. It should be treated as a powerful engine of mental development and not merely as a training for hand and eye and should find affinities with almost every lesson taught. It should, *e.g.*, include the forms and elementary properties of plane geometrical figures, perhaps of solids, and through mensuration should connect itself with arithmetic. The pupils

should be made to draw as much as possible in connection with their object lessons and in geography should be constantly making maps, not *copying* maps and painting in the countries red and yellow (I suppose no more profitless occupation was ever invented), but from their own observation and first or second hand knowledge mapping the neighbouring country and eventually the whole district, roughly to scale.* Kindergarten teaching should be confined to infant classes. History lessons should give place to simple talks about the social system, which, beginning with the postman and the policeman, would lead the pupils to some comprehension of the main facts of the economic and political organisation of the country.

10. To turn now from the curriculum to the manner in which it is taught. It cannot be disputed that the teaching in our primary schools is deplorably inefficient and that in particular it is hardly ever of a kind likely to develope intellect and character on right lines. I need not labour this point as you have in your last report on Public Instruction so forcibly enunciated it.

11. You have in the same report admitted the necessity for improvement in the primary curriculum and dwelt on the necessity of more money for primary education. I would venture to suggest that as a preliminary to the offer of increased grants-in-aid the creation of a class of efficient elementary teachers might be aimed at. It may, of course, be said that this result would follow the increase of grants-in-aid and the consequent raising of standards, since posts now filled by primary or lower secondary men would be sufficiently well paid to attract lower secondary men or matriculates. Unless, however, a considerable change were to come over the general educational conditions of the country, I hardly see where a sufficient number of matriculates and lower secondary men are to come from. In 1899–1900 only 1,362 candidates passed the Matriculation examination, while the average number of students in the junior F.A. classes of our colleges was for the previous five years about 1,100, and these classes cannot be considered to have been full. The great bulk of the matriculates turned out every year therefore join colleges, and of the small remainder most find their way into Government service. Of the 3,000 or so candidates who pass the lower secondary examination, the great majority pass on to the high school forms and certainly no large number find their way into the teaching profession. At Rajahmundry, the applications for the upper and lower secondary stipends, hardly, if at all, exceed the number of stipends available, and I imagine that most training schools have a similar experience. There were in 1899–1900 only 157 lower secondary men in the nineteen Government Training schools that admit men of that grade, while the strength of such schools sanctioned by the Madras Educational rules would give 285. The presumption is, I think, therefore that if the spending of more money on primary education led to the provision of a large number of elementary teachers' posts on pay of, say, Rs 15 per mensem and upwards, they would have to be largely filled, if at all, by primary men. On this ground then, if on no other, I think the better training of primary teachers is worth considering and I propose now to set forth in some detail what that training now actually consists in and secondarily to suggest means by which it might be made more efficient.

12. Our system is based on the assumption that the ordinary schools and university and other examinations in school subjects will provide a class of men who only require a year's technical instruction to fit them for the exercise of what is admittedly the most difficult department of the profession of teaching. Such an assumption strikes me as particularly bold and I should be surprised to find that it was at all commonly made. It certainly is not made in Great Britain, France, Germany, Belgium or Finland. In all these countries the training schools are chiefly occupied with

* Since writing this I learn from Volume IV of the special reports that in the North-Western Provinces of Canada "Drawing is to be taught as an added means of expression. Pupils are to draw in blank books after observing the type solids and objects. Drawing can be taught to all pupils who can learn to write, and it is of use to all. It trains the powers of observation, for the child must observe carefully to represent truly. It gives an added means of expression clearer perhaps than either speaking or writing. It makes the hand skillful and enables every artisan to construct and read working drawings, and so aids him in his life work." The course of drawing for elementary schools founded on these principles is instructive and follows the lines I have indicated above.

ordinary educational work.* In England, Scotland and Wales, the students attend classes and pass examinations in the usual secondary school and university subjects, and in pedagogics, and their general and technical studies go on simultaneously. The course is ordinarily two years, in the case of some students three. Some traiping colleges are attached to universities and the students pursue their studies for a degree while under training. Those students who do not take a degree receive on the successful completion of their course certificates which record both the degrees of general culture and of pedagogic efficiency they have attained. In the other countries I have mentioned, teachers are trained on the same lines, but in all of them the course is a longer one than in Great Britain. In France and Finland, it is four years, and in Germany longer still as it begins with the fourteenth year.

13. The Madras Presidency is therefore exceptional in depending on its ordinary schools for the general culture of its primary teachers and consequently in confining the training schools to technical work, and that despite the fact that most European countries would be better justified than we in taking elementary teachers for the lower classes direct from the higher classes of their elementary schools. The Prussian elementary school course, *e.g.*, includes, besides religious instruction through German, talking, reading and writing and some grammar, German history, geography (the neighbourhood of the school, and Germany, the general geography of the world, the seasons, day and night); science, beginning with object lessons but continued so as to include the elements of natural history, botany and physics, "the most important principles of the equilibrium and movement of bodies, of sound, light, heat, magnetism and electricity"; arithmetic—simple and compound rules, fractions, decimals, simple rule of three and the extraction of the square root; geometry—not of course Euclid, but the simple properties of plane and solid figures and the equality and similarity of figures; drawing, not pseudo-artistic but mainly elementary "measurement drawing"; gymnastics for boys and needlework for girls. All these subjects are compulsory. The Board school course in Finland is nearly the same, and in both these countries only men who have passed through the training school course are allowed to teach in the elementary schools.

14. It would thus appear that in framing our system of training primary teachers, we have disregarded the example of the countries from whose experience in educational matters we might expect to learn most. It remains to enquire whether the results obtained have justified the course taken.

15. The Madras educational rules recognise two standards of general culture for primary schoolmasters—the lower secondary or old middle school examination and the primary examination for teachers of upper and lower primary classes, respectively, with a qualification that allows men who have only passed the lower examination to teach in some circumstances upper primary classes. I do not propose now to consider the adequacy of the lower secondary examination; very many teachers in primary schools have passed only the primary examination and it is with them that I am now concerned.

16. This examination ordinarily comprises for boys, reading, writing and the elements of grammar, arithmetic to the compound rules, including English money and time, and fractions to addition of fractions of the same denominator, and two optional subjects, selected from object lessons, a second language, drawing, geography, hygiene, the history of India, algebra, mensuration. Of these optional subjects, as I have already noted, the most commonly taught are hygiene and geography, which are the subjects brought up by the largest number of candidates for the primary examination. So that we may take the general culture of the typical primary teacher to be limited by the curriculum laid down by the Madras educational rules for the fourth standard in the first language, arithmetic, hygiene and geography.

17. I think it will be admitted that this represents an irreducible minimum of general culture. Let us consider the ideal aimed at under each heading.

* Since writing the above, I learn from Volume IV of the special reports of the English Board of Education that in British America, in the Provinces of Ontario, Manitoba and the North-Western territories, Normal school work is confined to professional training, but teachers are only admitted to the normal schools after passing an examination of an upper secondary standard.

Language.—Reading an unseen passage from a reader approved for the standard, to write similarly from dictation and to transcribe and write small hand in a copy book, to recite 50 lines in verse and to answer questions on the subject matter of the recitation and of the reading book used in class, to pick out nouns and verbs, subject, object, and predicate, in simple sentences, and answer simple questions on etymology. It will be observed that our primary teacher is not supposed to have acquired the art of reading in general; he can only read a book of an elementary standard of difficulty. He is not supposed to be able to express the simplest ideas in his own language in writing, and there is no provision in the curriculum for practising him in doing so in speech; his knowledge of grammar is so elementary that it is inconceivable that he should even teach children to pick out nouns and verbs without constantly falling into error.

Arithmetic.—The elementary requirements of the curriculum detailed above are the measure of his mathematical attainments, and nothing appears in the curriculum to suggest that he is taught anything more than rule of thumb.

Geography.—He knows the outlines of Indian geography and in more detail that of South India, the shape and size of the earth, something about the relations of the sun, moon and earth and the oceans and continents of the world. He has been taught the meaning of scale and map from a plan of the school room, but the process of leading from the school plan to the district or taluk map by making him construct maps of the village and its neighbourhood from his own observation has not been followed. He has been taught the relations of the moon, sun and earth probably by rote possibly helped by diagrams, but with little or no reference to his own observation. Hardly any attempt has been made to cultivate his imagination or to arouse his curiosity about countries outside his own. He may quite easily never have seen the sea or a mountain; his notion of a lake or a river is probably derived from a tank or an irrigation channel.

He has learnt hygiene out of a book, but since his mind was probably free from any glimmering of a scientific idea, his studies in that subject have been purely an effort of memory and of the least conceivable educational value.

18. The above sketch, I believe, determines with some accuracy the maximum general culture of the typical primary teacher on entering the training school. Let us now enquire what his technical training does for him. Its avowed object is to teach him to teach what he knows, not to add to his general culture. I do not think I am doing any injustice to the teachers in training schools when I say that *their* object is to get the student through the written and practical examinations held by the Board of Examiners for Teachers' certificates, and since the written examination must be passed before he can appear for the practical test, training school work tends to be concentrated on it. This being so, it will be convenient to consider the training school course under the two main divisions of preparation for the written and practical tests, respectively, although, of course, the work done under each head ought to be closely related to that done under the other and no doubt to some extent is so.

19. *The Written Test.*—This consists of two papers, each of an hour and a half, on *organisation*—the building, furniture, apparatus, registers and returns of a lower primary school; *discipline*—how to maintain good discipline and secure order; and *teaching*—notes of lessons, method of teaching the subjects prescribed for the several classes of a lower primary school, and physical exercises. All this seems easy enough and, if our students are to be subjected to a written examination at all, it is not easy to see how it could be of less extent. The actual result, however, of subjecting him to such a test is of very doubtful value. As I have pointed out above, he has had no practice in school in expressing his ideas in writing, his reasoning powers have been only very little developed and his knowledge of the subject matter of the lessons he may be called on to write notes on or of which he may have to describe the method of teaching goes scarcely beyond the actual necessities of the lesson. Consequently, his instructors find that the only possible way of getting him through the test is to dictate notes to him which he learns by heart and fragments of which he reproduces with more or less appositeness in his answer papers.

20. *The Practical Test.*—This consists ordinarily of three portions:—(1) giving a previously prepared lesson or lessons before two members of the Board of Examiners

for Teachers' certificates, (2) black board exercises in writing, working sums and map-drawing, (3) reading aloud. The student may also be tested in giving a lesson in calisthenics or drill. The preparation for this test includes black board exercises and reading lessons and the more practical part of the training school work, criticism lessons, in which the students listen to and criticise lessons given by each of them in rotation, model lessons in which the students listen to a lesson given by one of the staff as a model, and teaching under the supervision of the staff in the practising school. The students' time is in theory pretty equally divided between receiving instruction and teaching in the practising school.

21. As the training schools are nearly all situated in large towns where there are many primary schools, their practising schools suffer from competition. Your last report on Education shows that in Government training schools, the practising schools show only an average of about 3·3 pupils to each student, that is to say that they usually consist of very weak classes. Consequently the students only actually teach in the practising school for a few of the hours in which they are not themselves under instruction, probably on an average less than an hour a day. They are of course supposed to use the rest of this time in preparing lessons and so on. but there can be no doubt that it is to a large extent wasted. Listening to model lessons is no doubt a valuable part of training, but I very much doubt if men in such an elementary state of mental development can be set with profit to criticise one another's teaching. The black board work is, of course, essential, but is carried out on stereotyped, unintelligent lines. I think the above account of the primary teacher's general and technical education is enough to show that his general culture is almost ludicrously inadequate not only for providing him with the subject matter of his teaching but as a basis for any valuable technical training. I do not deny that his year in the training school does him some good. He does get hold of some notion of how to set about his work and his mind must be to some extent enlightened by association with his teacher and his comrades, and by the work he does. At the same time, I do not think any apologist for our system would say that the ordinary trained and certificated primary schoolmaster is fit to teach a class and still less to manage a school even under the existing curriculum, or that as long as the bulk of the teaching in elementary schools has to be done by primary teachers of the class I have described any substantial improvement in the quality of the education given in these schools is possible.

22. The first measure for improvement I have to suggest is that for teachers, who have not passed the Lower Secondary examination, training should not be merely technical but should include instruction in the ordinary school subjects. This change would involve a lengthening of the period of training, which to be of any value should be at least two years. It may of course be said that ordinary schools might be made use of for the further education of teachers and, if it is necessary for the State to take the responsibility of such education, a system of scholarships tenable in these schools would be the best means to adopt. There are, however, several reasons against such a system. In the first place, to put it shortly, the ordinary schools are not good enough. In those of which nothing worse can be said the classes are too large and the teachers' efforts are too entirely concentrated on preparing their pupils for the various Government and University examinations. Moreover, primary schoolmasters could not appropriately be put to work side by side with the school boys of the lower classes. The character of the curriculum is another obstacle. The points in it which unfit it for a scheme of elementary education also unfit it for an education of elementary schoolmasters unless it is carried as far as Matriculation and I propose to show later that elementary schoolmasters should not be encouraged to matriculate. Moreover, the general education the teacher should receive in the training school should be given from a technical point of view. Not only should the methods employed be the best known, but his attention should be drawn to the method as well as the subject matter of his instruction*.

* Something of this kind is attempted in the Normal School of Nova Scotia. "Students are required to review the various subjects of the course of study from a professional standpoint for the purpose of discovering their historical development in the mind of the child, noting their correlation, their educational value as a means of mental discipline and the mode of treatment or presentation required in order to secure to the learner both knowledge and power." "In all the work throughout the department (science) special stress is laid on the pedagogics of the subject. The student is guided along the course he is expected to follow as a teacher and in his teaching in the model school he is trained in the practical application of his method." The students in the school are, of course, men of fair, general attainments and the work is mainly professional but it is "at the same time the constant aim of the institution to round out and enrich the scholarship of its students, endeavouring to inspire them with higher ideals and stimulate them to effort for higher attainment in knowledge." The quotations are from the official syllabus of the Provincial Normal School.

It is clear that a training course of two years would be of little use if the same amount of time as at present were given to technical work. I very much doubt the value of much of that work for primary men. For reasons I have already indicated, I think the instruction in method, etc., in so far as it is directed to preparing the students to pass a written examination in these subjects might be given up. This would be a gain of from five to ten hours a week. Criticism lessons might be discontinued without much loss, and, if the teaching given the students was sufficiently good, every lesson being in some sort a model of teaching, model lessons also. I would by no means diminish the black board work, but practice in writing and cyphering on the black board would come in in connection with the language and arithmetic work of the school, and drawing should, as in the English alternative syllabus, be begun on the black board, paper drawing being practised, if at all, only after considerable freedom on the black board had been attained.

23. There remains the practising school. No theoretical principle seems more invulnerable than that the best way to train teachers is to make them work in the practising school under supervision. As a matter of fact, I believe the work done in the practising schools in this presidency falls so far short of the theoretical ideal that if the time spent on it were devoted to the acquisition of knowledge, there would be an ultimate gain of efficiency in the teachers. As I have already noted, practising schools are apt to be much too small for training school needs. They are maintained with two conflicting objects. The department requires that they should be good schools *per se* and also the practice ground of necessarily incompetent teachers. The training masters have to show at the same time a good proportion of passes in the Lower Secondary and Primary examinations, or to satisfy the Inspecting officers of the efficiency of the classes and to arrange for the students getting a proper amount of teaching. The two things are incompatible, and I believe that generally the practical training of students suffers from the diversion of the time and effort of the staff to the "examination-going" classes in the practising school. I do not, of course, mean that practising schools if maintained ought not to be efficient. They ought theoretically to be model schools, but under existing conditions I do not see how they can be such, and would therefore advocate the abolition of practising school work for primary teachers. As a substitute to it, I would suggest that in the second year of training, teachers should be sent in batches to neighbouring efficient schools at first to observe and make notes on the teaching given in them in the ordinary course, and afterwards to teach under the supervision of masters sent with them from the training school. The provision of facilities for this might be made a condition of grants-in-aid or even of recognition. I have already tried this plan at Rajahmundry with good results. The managers of schools welcome the help the students give them.

24. It will be seen from the above that I propose that the primary schoolmaster should devote by far the larger part of his minimum of two years of training to general education. What might he be expected to learn in that time? He should make very decided improvement in his knowledge of his own vernacular and should especially be practised in expressing himself in it in speaking and writing. He should learn arithmetic at any rate to simple rule of three, the outlines of the geography of the world with, of course, India in more detail, and the elements of civics, and incidentally something of Indian History. He ought to be thoroughly grounded in elementary science, natural-history, botany, physics and chemistry and in the kind of drawing I have suggested as being wanted for elementary schools. That he should be taught elementary science will possibly be esteemed a counsel of perfection. To my mind, it is the most essential part of the course, because the teaching of object lessons, which should be perhaps the most valuable part of elementary schoolwork and which is now so greatly neglected in our schools, presupposes some scientific knowledge. It should also be taught on the heuristic method which has had such success under the London School Board and of which a full account by Professor Armstrong may be found in the English Special Reports on Educational subjects, Volume II, page 389. I may remark that the apparatus necessary for teaching on this method an "Elementary course of Practical Science" costs only about £9. In connection with his science he should learn at least as much of hygiene and agriculture as is now included in the primary course. Thorough work in drawing is most essential as it can only take its

proper place in an elementary curriculum in close relation with most of the other subjects when taught by the regular school staff. Finally, I am by no means sure that specific teaching in the principles of morality is not both practicable and desirable. The confusion of thought on quite elementary points of morals that one meets with in examination papers and school compositions is astonishing. I do not deny that two years is a short time for getting through this amount of work. I do not see why it should not be lengthened by increasing the hours of instruction to six per diem with half holidays on Wednesdays and Saturdays giving in all a working week of 30 hours with, in addition, two or three hours of drill in the early mornings. I have already incidentally noted in what most of the technical training of the teacher would consist. The most valuable portion of this would be being well taught himself and, so to speak, breathing the atmosphere of a well managed educational institution. I doubt whether he derives either of these advantages in most of the existing schools. Methods of teaching would be specifically dealt with in connection with his instruction in school subjects. School management, including such matters as the elements of school hygiene and school architecture, would be learnt from his visits of observation to the best equipped and managed schools available. He is not at present expected to know much about discipline, and no doubt the almost complete exclusion of this subject from the written examination is wise. The teaching of elementary morals I have suggested would give a theoretical basis on which in his after school practice he might found a system of practical discipline. The keeping of registers and the drawing up of returns, no doubt, would have to be taught, but there is no reason why each student should not keep for practice a register of the whole school or of his class and prepare returns from it, and the striking of averages should be taught as part of arithmetic and examples based on school experience worked on it.

25. In leaving this part of my subject I would venture to suggest that the modern insistence on technical training for teachers is based upon an analogy which only very partially holds, I mean the analogy of other professions. General education or general culture belongs just as much to the technique of teaching as, say, anatomy does to that of medicine, and consequently the distinction made between the general and technical training of teachers, although it is convenient, is not fundamental. It is no doubt advisable that a student shall not enter on a medical course until his general education has been carried to a certain stage, but much of what he learns in that course will have no direct bearing on his medical studies. With the teacher it is entirely different. His general culture is of the essence of his professional knowledge; without the former the latter is meaningless. If this be so, I do not think that any general principle can be upheld which forbids the state providing special facilities for the general culture of schoolmasters and I hope that what I have already written shows that in this Presidency at the present time such facilities are required at any rate for primary teachers.

26. Of course my scheme involves radical alterations in our system of teachers' examinations and certificates. The final examinations of the training school course would obviously be determined by the nature of the training school course. They would be written and *viva voce* tests in ordinary school subjects, black-board exercises and practical exercises in registers and returns, and the tests in school subjects would include questions involving a knowledge of teaching method as well as of subject matter. I should like to see teachers on passing out of the training school graded on the results of such examinations. I should also like to see them provided with certificates showing in some detail the proficiency they had obtained in each subject of instruction. It ought to be the rarest thing for a teacher after his training to fail altogether to secure a certificate of this kind; obviously bad bargains should be dismissed from the training school at the end of their first year at latest. Such men and those who failed to secure a certificate after two years should not be given another chance. In the final award of certificates some weight should be given to the marks awarded by the staff during the course and to the report of the headmaster. This system would make the present written examination, in so far as it is a test of general intelligence and of the work done in the training school, unnecessary. It would, of course, be less objectionable than at present for teachers of higher general educational attainments, but I feel so sure that preparation for a purely technical

written test is certain to be carried on by methods inimical to anything like real training, that I would, on no account, make the passing such a test a condition of attaining the status of trained teacher.

27. The practical test is on a somewhat different footing. Managers and teachers will naturally look to the department to classify trained teachers according to their practical efficiency. I think no attempt ought to be made to do this until they have worked in their profession for a year or two after training, when they have had some opportunity of welding theory and practice into something like a teaching style *.

28. I would therefore suggest that a teacher should be allowed to enjoy the privileges of a trained teacher of the grade in which he was placed as the result of his final training school examination for, say, three years; but that his grade after that time should be fixed by the combined results of the final examination and a practical test for which he must appear in the course of his third year. A teacher, *e.g.*, who held a first-class training certificate, might find himself finally classed as a second or even third class trained teacher for his inferiority in practical ability. This test should be held by the Inspector, and if possible in the school in which the teacher is employed; it should not consist in teaching a prepared lesson but should rather take the line of a *viva voce* examination in method in which the candidate should be required to supply practical illustration with a class.

29. This form of examination would, I believe, be both more searching and on the whole fairer to the teacher, as giving him a better opportunity of showing what he was capable of than the present one in which accidental circumstances play a considerable part. The Inspector's final judgment should not however depend solely on the degree of the teacher's success in this test. He should when possible consult the headmaster of the school in which the teacher is employed, note any examination results obtained by the teacher's pupils, the kind of work preserved in their exercise or note books, the manner in which registers have been kept, even the condition of order or otherwise of the teacher's desk and the cleanliness of his class books, and in fact the Inspector should use every means in his power to form a just estimate of the teacher's actual efficiency in the practical work of a school. In fact the two years after the training course should be regarded as the teacher's apprenticeship, and I only refrain from suggesting that it should invariably be spent in a school of recognised efficiency under a competent headmaster, because, under existing conditions the practical difficulties in the way of such a scheme seem insuperable. I doubt if any teacher ought to be declared to have absolutely failed on its results. A man who had passed the final training school examination and had secured employment for two years or so might be reasonably allowed to offer himself for employment in the open market even if the Inspector or the Board considered him a poor teacher. His being placed in the lowest grade of qualified teacher ought to be sufficient. If however absolute failure were provided for in the rules, it ought to be of very rare occurrence, and I think a man who had failed should be allowed a second or even a third chance, and to men who had passed, a chance might be given after a fixed interval of time of improving their grade by passing a better examination.

30. An incidental result of this system would, I think, be to diminish the examination burden of trained teachers. Under the present system, easy as the written test is, a large proportion fail in it, and not a few in the practical test also. These failures are, to a very great extent, due to the teachers' imperfect general education. Under my system, I think failure should be exceptional and teachers largely spared the worry and expense of recurrent examinations. On leaving the training school, teachers would also at once go back to their schools with the status of trained teachers—for there is no real reason why the results of the final examination should not be published within a month—and would not have to wait till they could appear for the practical test. Finally a man who worked conscientiously for two years after his training need have little fear that the final certificate would be withheld or delayed.

* Since writing the above, I find that a system not unlike what I have sketched is in vogue in British North America especially in Ontario. The certificate given on leaving the training school is valid for three years only and a permanent certificate is not given "to any high or public school teacher who has not in the opinion of his Inspector proved himself successful." The same principle also, of course underlies the English "parchment" system.

31. A weak point in our system is that all primary students receive the same stipends on entering the training school and that, while bad work is penalised, there is no provision for rewarding good work short of such as may follow passing a good examination. A competitive examination for admission to all training schools and graded stipend proportionate to the success gained in such an examination would meet this difficulty, but I hesitate to suggest the establishment of a new examination of such a magnitude. I do not see why, however, an additional rupee of stipend should not be given for each standard above the Primary examination passed before entering a training school. This would, I believe, give considerable encouragement for self-improvement among primary schoolmasters and therefore do much to improve the material of training school work. It might be expected to have a similar effect to that of the Queen's scholarship system which at Home undoubtedly does promote the pursuit of knowledge among pupil teachers. Similarly I should like to see men who had done good work during the first year encouraged by an increase of stipend during the second. Such duties as assisting in the clerical work of the school and looking after the library or the science apparatus might be assigned to students drawing higher rates of stipends. Such a charge would go far to reconcile teachers to the increased sacrifice involved in a minimum two-years' course. Similarly I would encourage exceptionally promising students, with a view to their filling vacancies in training school staffs, to extend their period of training to three or even four years by the offer of still larger stipends.

32. The adoption of these proposals seems to involve some increase of expenditure. I have not the data for forming even an approximate estimate of what this would amount to but the following considerations suggest that it need not be very great.

33. The training schools would, in the first place, need to be better staffed than at present; but it is to be noted that if the practising school system were abandoned, the staff of each school would be *ipso facto* strengthened for the purpose of training teachers. Moreover, if Government, as it is rumoured, does contemplate the abolition of the Arts College at Rajahmundry the services of some seven officers of high educational attainments would be available for strengthening the training school staffs. And again a good deal of economy would under my system be possible by amalgamating some of the existing training schools, because a much larger number of students might be trained in one school if it were not necessary to provide a proportionately large practising school for them. Malabar, *e.g.*, has now three training schools. The opening of the Cannanore extension of the Madras Railway will make the Badagara school unnecessary except on the ground of Calicut not providing a sufficiently large practising school for the primary students of both Calicut and Badagara. The Moplah school was removed to Malappuram principally with a view to a Moplah practising school. One would think that the training of Moplah teachers along with Hindus would be a distinct gain as tending to break down Moplah isolation and giving them a chance of showing what they could do in competition with other classes of the community. One training school ought to suffice for South Arcot and Tanjore, another for Kistna and Gódávari, another for Salem and Coimbatore, in fact instead of one school at least for each district, not more than one on an average for each two districts would be necessary. Economies thus practicable would quite outweigh the trifling loss from fees, if the practising school system were abandoned.

34. The grading of stipends I have suggested and the lengthening of the period of training must cost money unless the yearly outturn of trained teachers were to be very much reduced. If no more money can be found for the training of teachers, it might be considered that such a reduction in quantity would be made up for by an improvement in quality. It is perhaps worth while to consider, however, what would be the cost of lengthening the training and improving the stipends of primary teachers while at the same time not greatly lessening the number passing out of the schools each year.

35. In 1899–1900, 889 primary students were in the training schools—Government, board and aided—of the Presidency and 558 passed for certificates. If therefore an improved training system provided 500 fully trained and certificated men per annum, as far as quantity goes, we should be nearly as well off as at present. If my anticipations of the greater success of students under my system were realised, 600 students appearing per annum for the final school examination should result in 500

passing it. Assuming that their stipends were all paid by Government these would cost (600 at Rs. 60 per annum and 600 at Rs. 72, since second year men would get an additional rupee) Rs. 79,200 as against the Rs. 53,340 paid on the same assumption as stipends to 889 primary students in 1899–1900, or an additional expense of about Rs. 25,000 more than would have been paid on the same assumption to the 889 primary students of 1899–1900 in stipends of Rs. 5 per mensem. The lower secondary men should however receive two rupees additional stipend as they would rank one standard higher than the highest primary standard and this would cost on the figures of the same year Rs. 5,712 making the additional expense Rs. 31,572.

36. Assuming that by the means I have suggested or similar ones a considerable improvement could be effected in the class of trained primary teachers, the question naturally arises, what grounds are there for supposing that rates of pay would be forthcoming for them, proportionate to their qualifications? It is commonly said that the pay of primary teachers is at present inadequate, but it appears to me that they get quite as much as they are worth. In no country do the wages of elementary teachers rise higher than those of artizans. In England and Wales in 1895 the average pay of all certificated masters was £122 a year and of mistresses £81; but 40·85 per cent. of head and assistant masters were getting less than £100 a year. In Scotland teachers get after two years' training an average salary of (men) £30–85 a year, (women) £45–65. That is, in Great Britain elementary teaching does not command, on the whole, higher wages than skilled labour. In Madras, it may be said, it commands lower wages and this is generally attributed to the inability or unwillingness of employers to pay more. No doubt they would in any case be unwilling to pay a teacher more than is necessary to secure the services they require, but at present they pay rather for the very indifferent teaching that is available than for as good teaching as they would like to have. I believe that a better class of primary teachers would secure better pay. Primary teachers fall into three chief classes—employés of missionary societies, employés of local boards, and keepers of results schools ultimately dependent on aid from local funds. Of the first class of employers, I do not think it can be doubted that they would be able and willing to give higher pay to a better class of teachers, because the success of their schools in competition with others depends so directly on their efficiency. The case of local boards is more doubtful. Their funds are limited and the claims on them numerous and urgent. Of these claims, that of education is often thought to be too little regarded. I venture to think however that what the department offers the boards in the way of primary education is hardly worth their spending money upon, for the simple reason that its extension gives no promise of promoting material development. If the department offered to the local boards a system of elementary education on practical and even quasi-technical lines, I believe that they could be made to see that, from the point of view of increasing the resources of their localities, such a system would be worth the expenditure of money; that is, they would find enough money to assure adequate salaries for teachers qualified to give such an elementary instruction, whether directly as salaries for their own employés or as aid to results schools. Similarly the provision of better elementary instruction might be expected to influence Government in the direction of increasing the proportion of local fund expenditure admissible on education. Moreover experience with regard to higher and secondary education seems to show that supply to some extent creates demand. Parents who would otherwise have continued in their old ways send their boys to school because there is a good one in the neighbourhood. The provision of good primary schools might be expected to have a similar effect, and increased fee collections to come to the help of the higher grants the local boards might be expected to provide. It is also, of course, clear that in proportion as better education did tend to the development of material resources, the revenue of local boards would improve. I do not, of course, imagine that these consequences could be expected to show themselves in any short time. I would venture to suggest, however, that a really efficient system of training schools for elementary teachers, if established now, might produce ultimate results of incalculable benefit to the country. It is also perhaps worth noting that since Government directly controls nearly all the training schools in the Presidency it is in a position through them to exert a more direct and more powerful influence on educational aims and methods than that exerted indirectly through the grant-in-aid system and the University.

37. Assuming, however, that the rise under these influences in the rate of pay of primary teachers would after all be only small, I do not think it follows that a substantial improvement in their quality is hopeless. In this country where classes exist debarred from manual labour by traditional prejudice there will always be plenty of men who will be forced into the lower walks of the teacher's profession. At present the greater proportion of these are kept in it with more or less permanence because they have no means of carrying their education far enough to enter a better paid profession. It appears to me that by a judicious system of training and examination these men's education might be carried much further and at the same time their services, as elementary teachers on comparatively low rates of pay, retained. In the first place the examinations which should test the teachers' work in general subjects in the training schools should be made to differ as far as possible from the other Government tests and from the Matriculation examination. That is to say, training school men should be prevented as far as possible from appearing for the Lower and Upper secondary examinations and for Matriculation. Men who owed the bulk of their general culture to the State would have no cause of complaint if the State took measures to secure their continued employment in the occupation for which they had been trained, and men who held only teachers' certificates would, as a rule, have to continue as teachers. I do not, however, think that they would necessarily consider themselves under any painful compulsion. One result of passing through the improved training schools I contemplate should be to give them some little pride and interest in their profession, and their higher degree of education should improve their social status, so that although their pay would be on a modest scale the net advantages of their calling, involving as it does a good deal of leisure and permanency of residence, would compare fairly with those of any other open to them.

RAJAHMUNDRY,
22nd August 1901.

J. H. STONE.

ORDER—No. 302, Educational, dated 17th May 1902.

The Government of India will be addressed.

(True Extract.)

A. T. PRINGLE,
Assistant Secretary to Government in charge.

To the Director of Public Instruction.

LETTER—No. 303, Educational, dated 17th May 1902, to the Secretary to the Government of India, Home Department.

I am directed to refer to paragraphs 11 to 15 and 17 and 18 of Mr. Hewett's letter No. 466, Educational, dated 6th November 1901, on the subject of primary education.

2. With regard to expenditure on schools of that class the Government of India make a comparison between Madras and Bombay, from which it is deduced that Madras spends less on primary education relatively to secondary education than Bombay, and it is suggested that by restricting the expenditure on secondary education more funds might be found for such schools. I am however to point out that relatively to population the expenditure on collegiate and secondary education in Bombay is greater than in Madras, and that in the figures adopted by the Government of India certain items, such, for instance, as the expenditure on medical education, have been counted against Madras which are excluded in the case of Bombay. The

cost to the State of educating each student in the collegiate and secondary stages of instruction in Madras and Bombay, respectively, may be correctly exhibited as follows:—

		Madras.	Bombay.
		Rs. A.	Rs. A.
College		78 9	86 9
High school	Boys	3 14	13 7
	Girls	13 13	25 7
Middle school	Boys	2 6	6 6
	Girls	6 10	12 3

It cannot with reason, I am to submit, be contended from this statement that the expenditure on education above the primary stage is extravagant in Madras, or that such education can be made much more self-supporting than it is at present. The largeness of the total is due to the great extension of collegiate and secondary education in this presidency, and it does not seem practicable to reduce the amount spent without checking the spread of higher education to an extent which His Excellency in Council feels certain the Government of India do not desire. Managers of colleges and secondary schools already complain that their efforts are not sufficiently assisted by Government. Occasionally grants are withdrawn from secondary schools which have become self-supporting, but the amount that can be reasonably expected from this source must be very small. On a review of the situation, the Governor in Council sees no way of finding more funds for primary education by withdrawing or diminishing aid in this direction, and it would not have been in his power to improve and extend primary education in the manner desired but for the recurring grant of eight lakhs which has been placed at his disposal by the Government of India.

3. I am directed to remark that primary education in Madras is to a very large extent conducted through the agency of schools under private management, and in this respect the system is in strong contrast with that of some of the other provinces. Compared, for instance, with Bombay the figures for 1899–1900 for boys' schools were as follows:—

	Madras.		Bombay.	
	Schools.	Pupils.	Schools.	Pupils.
Government	197	8,105	9	1,182
Native States	..	..	2,091	113,345
Board	2,610	123,296	4,436	271,723
Aided	11,232	338,520	1,735	70,185
Unaided	6,036	128,783	96	3,578
Total	20,075	598,704	8,367	460,013

In Bombay, it will be seen, 78 per cent. of the schools, containing 84 per cent. of the pupils, were Government, local, or Native State institutions: in Madras the corresponding percentages were 14 and 22. Almost the only schools maintained by Government are those in the hill tracts in the Northern Circars, and the practising schools attached to training institutions. In deference to the wishes of the Government of India that there should be a large increase in the number of primary schools under departmental management the Director of Public Instruction has proposed to establish 169 Government primary schools—one in each taluq of the presidency. Hitherto local boards have been encouraged to hand over their schools to private managers, a policy which they have readily adopted, and thus the number of local and municipal schools has fallen from 3,351 in 1895 to 2,509 in 1901. This policy will no longer be continued, but it is impossible to replace immediately the grant-in-aid system by any system of departmental schools. The Government will however now be able to arrange for the payment in full of all grants due to aided schools, whether these are paid from provincial or from local funds, and they feel confident that with such payment there will be a large increase in the number of primary schools and

more effectual departmental control; while the Director will be able to insist that all aided primary schools shall carry out his instructions and provide themselves with proper buildings and qualified teachers. The Governor in Council is disposed to watch the effect of the steps now taken before proceeding further in the matter, but will consider and discuss the whole position of primary education in due course with the Director-General of Education when that officer makes himself personally acquainted with the conditions of education and with the system on which the Government have proceeded in this presidency.

4. Turning to the subject of control over schools administered by local boards, I am to observe that it is already in almost all respects as complete as in Bombay. Under certain rules (182—193) in the Local Fund Code, which with one exception have the force of law, the Government have ample powers of control. The grant-in-aid code has the force of rules under the Local Boards Act, 1884. No new school can be established, other than an elementary school, without the sanction of Government. No school can be closed or transferred without ample notice to the Director of Public Instruction, so that if necessary he may make a representation on the subject to the Government. The schools have to be administered according to the principles of management adopted in State schools. The accounts of all aided schools are examined by the officers of the Educational department. The educational part of the budget estimate of every local board is prepared by the inspecting staff. The local board then considers it, and forwards the whole estimate to Government for approval, at the same time sending a copy of the educational portion to the Director. That officer suggests alterations and communicates his remarks to Government; the Governor in Council in turn, when reviewing the budget, gives attention to the Director's suggestions, and accepts them if the funds of the board are adequate to meet the additional charges proposed. Appointments, promotions and other matters affecting the educational subordinates of boards, are nominally made by the president concerned, but he has to consult the inspecting officers at every step, and is practically bound to accept their recommendations. Fees in board-schools are fixed by Government, and such schools have to conform to all the requirements of the Madras educational rules just as if they were State schools. The rules for municipal councils are the same as those for local boards.

5. As regards the question of altering the result-grant system in this presidency, I am to state that a system of fixed grants was introduced in March 1899 and is gradually replacing the former system. All schools which fulfil the conditions of recognition are placed in the permanent section of the school-list and are aided by fixed grants, the amount of these being calculated on the average of the result-grants paid during the previous three years. The grant so fixed holds good for three years; at the end of that time it is liable to revision. Schools which do not completely fulfil the conditions of recognition are placed in what is called the temporary section of the school-list, and are aided by result-grants. Managers are found to prefer the fixed-grant system, and the method described above serves as an incentive to them to fulfil the conditions of recognition and ensure the transfer of their schools to the permanent section. The Governor in Council therefore strongly deprecates the immediate abolition of the result-grant system and trusts that the Government of India will not insist on any such measure; in the course of a few years the system in question will disappear, but nothing will be gained by anticipating such disappearance.

6. With regard to the inquiry whether the existing rates of pay for teachers in primary schools in this presidency should be raised, I am to observe that in the Government primary schools, these being few in number, the pay is generally higher than in primary schools under local boards or private management. Undoubtedly, however, it would be an advantage to raise the rates of pay even in Government schools, as a better class of men would then come forward to undertake the work of teaching. It is impossible for local boards and municipalities to provide funds for increasing the pay of primary teachers without considerable aid from provincial funds, and at present, though in many cases the pay may be inadequate, it is doubtful whether the majority of the teachers are worth more than they receive. A better class of primary teachers might be expected to demand and obtain higher pay; this would

certainly be the case in the missionary schools and probably in result schools dependent on aid from local funds. What seems to be chiefly required at the present time is a marked improvement in the training of primary schoolmasters. A really efficient system of training schools for elementary teachers would ultimately produce results of great benefit, and the Director of Public Instruction is taking steps in this matter. Mr. Stuart is of opinion that the present number of training schools is more than sufficient, and His Excellency the Governor in Council is inclined to agree with him on this point. It may indeed be advisable to reduce the existing number of these schools, and to improve and lengthen the training in the remainder. The course should extend to three years, instead of covering only one year as at present, and much more time should be devoted to improving the general culture of the students. The existing course allows only of technical instruction in the art of teaching, and, owing to the very inferior standard of education of the students, they derive very small benefit. His Excellency the Governor in Council hopes that a complete revision of the course of instruction in training schools for primary teachers may in course of time result in the provision of a class of primary teachers capable of giving far better elementary instruction than is now the case, and it may be expected that with the provision of a better workman, the rate of pay will improve.

7. The vernacular languages are the medium of instruction in all primary schools in this presidency, and also in all but a few of the lower secondary schools and classes. In upper secondary classes, English is the usual medium, supplemented by explanations in the vernacular; but all pupils except those who take up Sanskrit or some other classical language continue to study their vernacular as a subject to the end of their school days, and even, if they go so far, to the end of their college course. English is nowhere the medium of instruction in primary schools. In the city of Madras, however, and in some of the larger towns, it is taught in almost every school, and a boy who has a little knowledge of it has a much better chance of employment than one who has not. There is no doubt that many parents send their children to school mainly to learn English, and if the teaching of it were abolished, they would as likely as not cease to send them. It must also be borne in mind that in this presidency English occupies something of the position taken by Hindustani in the North of India, and is steadily becoming the common language of many classes. In rural parts the teachers in primary schools know no English or very little, and do not attempt to teach it. His Excellency the Governor in Council is averse to disturbing existing arrangements in this matter and would leave the present teaching of English in Madras schools unchanged.

8. The Kindergarten methods adopted in this presidency are in all essential points in accord with the views expressed by the Government of India and by the conference; and there is little difference between the system which has been adopted and which has been in vogue here for some years, and that about to be started by the Bengal Government. It is proposed, however, to set forth the Madras curriculum in as full detail as the Bengal code, and in doing so the recommendations of the Government of India in this behalf will be kept in view.

A. T. PRINGLE,
Assistant Secretary to Government in charge.

Exd. P. Seetharam.

To

The Secretary to Government,

Educational Department.

Sir,

I have the honour to submit my remarks on paragraphs 11 - 18 ~~& 21~~ of Mr. Hewett's letter communicated with G.O.No.678, Educational, dated, 21st November 1901.

Primary Education.

The definition of Primary Education as "the education of the masses in the vernacular" does not carry us very far, and I am not sure that it can be entirely accepted as regards Madras, if it is meant to exclude the teaching of English as a language. In the North I believe "vernacular" means "Hindustani" or at all events a "vernacular education" includes the teaching of Hindustani. In Madras, Hindustani is spoken to a very slight extent and as far as there is a common language it is English. In the town of Madras and in several of the other large towns English is taught in almost every school, and a boy who knows a little English has a very much better chance of employment than one who does not. Wherever then Hindustani is allowed to be taught in schools in the North, English should be allowed in Madras schools. Many parents send their children to school solely to learn English, and if it were abolished they would not send them at all. I think it would be a most retrograde step to prohibit the teaching of English, a knowledge of which is, from every point of view, the most useful a[illegible]plishment that a boy in this country can possess.

[illegible]diture on Primary schools.

A [illegible] made between Madras and Bombay from which it appears that Madras spends less on primary education relatively to secondary education than Bombay, and it is suggested that by

Educational (1902) Department.

CURRENT No. 564

ASSIST SEC'Y TO GOVT OF INDIA
5 APR 1902
GENL ADMIN EDL & LEG DEPTT

From

[Name] The Honorable Mr.G.H.Stuart,M.A.,

[Designation] Director of Public Instruction

[Station] Madras.

No. Cl-26

Dated 4th April 1902

Enclosures One.

Received 190

Registered 5-4-1902

SUBJECT.

Primary Education. Submitting remarks on certain paragraphs of the letter from the Government of India communicating the resolutions of the Educational Conference with regard to ----.

BACK PAPERS.

FURTHER PAPERS.

EDUCATIONAL DEPARTMENT.

From

M. HAMMICK, Esq., C.I.E.,
Secretary to the Government of Madras,
Educational Department,

To

The SECRETARY to the GOVERNMENT of INDIA,
Home Department,

Dated ~~Fort St. George, 6th~~ April 1902.

Sir,

I am directed to refer to paragraph 11 to 15 and 17 and 18 of Mr. Hewett's letter No. 466, Educational dated 6th November 1901, on the subject of primary education.

2. With regard to expenditure on primary schools the Government of India make a comparison between Madras and Bombay, from which it is deduced that Madras spends less on primary education relatively to secondary education than Bombay, and it is suggested that by restricting the expenditure on secondary education more funds might be found for primary schools. I am however to point out that relatively to its population the expenditure on collegiate and secondary education in Bombay is greater than in Madras and that in the figures adopted by the Government of India certain items, *e.g.*, the expenditure on medical education, are reckoned against Madras which are excluded in the case of Bombay. The cost to the State of educating each student in the collegiate and secondary stages of instruction in Madras and Bombay, respectively, may be correctly exhibited as follows :—

		Madras.			Bombay.		
		Rs.	A.	P.	Rs.	A.	P.
College		78	9	0	86	9	0
High school ..	Boys	3	14	0	13	7	0
	Girls	13	13	0	25	7	0
Middle school ..	Boys	2	6	0	6	6	0
	Girls	6	10	0	12	3	0

It cannot with reason, I am to suit, be contended from this statement that the expenditure on education above the primary stage is extravagant in Madras, or that such education can be made much more self-supporting than it is at present. The large total is due to the great extent of collegiate and secondary education in this presidency and it does not seem practicable to reduce the amount spent without checking the spread of higher educati to an extent which His Excellency in Council feels certain the Government of India do not desire. Managers of colleges and secondary schools already complain that their efforts are not sufficiently assisted by Government. On a review of the sition, the Governor in Council sees no way

of finding more funds for primary education by withdrawing or diminishing aid in this direction, and it would not have been in his power to improve and extend primary education in the manner desired but for the recurring grant of eight lakhs which has been placed at his disposal by the Government of India. I am directed to remark that primary education in Madras is to a very large extent conducted through the agency of schools under private management and in this respect the system of Southern India is in strong contrast with that of some of the other provinces. Compared, for instance, with Bombay the figures for 1899–1900 for boys schools were as follows :—

	Madras.		Bombay.	
	Schools.	Pupils.	Schools.	Pupils.
Government	197	8,105	9	1,182
Native States	..	..	2,091	113,345
Board	2,610	123,296	4,436	271,723
Aided	1,232	338,520	1,735	70,185
Unaided	6,036	128,783	96	3,578
Total ..	9,075	598,704	8,367	460,013

In Bombay, it will be seen, 78 per cent. of the schools and 84 per cent. of the pupils were Government, local or Native State; in Madras the corresponding percentages were 14 and 22. Almost the only schools maintained by Government are those in the hill tracts in the Northern Circars and the practising schools attached to training institutions. In deference to the wishes of the Government of India that there must be a large increase in the number of primary schools under departmental management the Director of Public Instruction has proposed to establish 169 Government primary schools, *i.e.*, one in each taluk of the presidency; but, as stated in paragraph 3 of Mr. Weir's letter No. 88, Educational, dated 18th February 1902, the Governor in Council is not convinced of the desirability or expediency of the step. The Government will now be able to arrange for the payment in full of all grants due to aided schools whether from provincial or from local funds, and they feel confident that with such payment of full grants there will be a large increase in the number of primary schools and more effectual departmental control. The Governor in Council is disposed to watch the effect of the steps now taken before proceeding further in the matter, but will consider it carefully and discuss it in due course with the Director of Education when that officer visits and makes himself acquainted with the conditions of education and the system on which Government has proceeded in this presidency.

3. Turning to the subject of control over schools administered by local boards, I am to observe that it is already in almost all respects as complete as in Bombay. The educational part of the budget estimate of every local board is prepared by the inspecting staff. The local board then considers it and forwards the whole estimate to Government for approval, at the same time sending a copy of the educational portion to the Director. That officer suggests alterations and communicates his remarks to Government; the Governor in Council in turn when reviewing the budget gives attention to the Director's suggestions and accepts them if the funds of the board are adequate to meet the additional charges proposed. Appointments, promotions and other matters affecting the educational subordinates of boards are nominally made by the president concerned, but he has to consult the inspecting officers at every step and is practically bound to accept their recommendations. Fees in board schools are fixed by Government and such schools have to conform to all the requirements of the Madras educational rules just as if they were State schools. The rules for municipal councils are the same as those for local boards.

4. As regards the question of altering the results-grant system in this presidency, I am to state that a system of fixed grants was introduced in March 1899 and is gradually replacing the former system. All schools which fulfil the conditions of recognition are placed in the permanent section of the school-list and are aided by

fixed grants, the amount of these being calculated on the average of the result-grants paid during the previous three years. The grant so fixed holds good for three years; at the end of that time it is liable to revision. Schools which do not completely fulfil the conditions of recognition are placed in what is called the temporary section of the school-list and are aided by result-grants. Managers are found to prefer the fixed-grant system, and the method described above serves as an incentive to them to fulfil the conditions of recognition and ensure the transfer of their schools to the permanent section. The Governor in Council therefore strongly deprecates the immediate abolition of the results-grant system and trusts that the Government of India will not insist on any such measure; in the course of a few years the system in question will disappear, but nothing will be gained by anticipating that time.

5. With regard to the inquiry whether the existing rates of pay for teachers in primary schools in this presidency should be raised, I am to observe that in the few Government primary school the pay is generally higher than in primary schools under local boards or private management. Undoubtedly, however, it would be an advantage to raise the rates of pay even in Government schools, as a better class of men would then come forward to undertake the work of teaching. ~~This matter will receive attention and efforts will be made to improve the position of teachers in local schools. As regards teachers in private schools the payment of grants in full as now contemplated ought to effect a considerable improvement in their emoluments. In regard to training schools for primary teachers the Governor in Council considers that their number is ample and that no increase whatever is necessary, but the number of stipendiary students in them will be considerably increased, the period of training will be extended from one to two years, and the course of instruction revised.~~

6. The vernacular languages are the medium of instruction in all primary schools in this presidency and also in all but a few lower secondary schools and classes. In upper secondary classes, English is the usual medium, supplemented by explanations in the vernacular; but all pupils except those who take up Sanskrit or some other classical language continue to study their vernacular as a subject up to the end of their school days and even if they go so far to the end of their college course. It is only in the larger towns that English is taught in primary classes as a subject, and even there it is not the medium of instruction. ~~The Governor in Council is, I am to say, most averse to disturbing the existing arrangements.~~

7. The Kindergarten methods adopted in this presidency are in all essential points in accord with the views expressed by the Government of India and by the conference; and there is little difference between that system ~~as adopted here~~ and that about to be started by the Bengal Government. It is proposed, however, to set forth the Madras curriculum in as full detail as the Bengal code, and in doing so the recommendations of the Government of India in this behalf will be kept in view.

I have the honour to be,
Sir,
Your most obedient servant,

~~Secretary to Government.~~

23.4.02

which has been adopted & in vogue here for some years.

In the town of Madras & in some other towns English is taught in almost every school, and a boy who has a little knowledge of English has a much better chance of employment than one who has not. Many parents probably send their children to school mainly to learn English if teaching of English were abolished, they would (P.W. 2 23/4.02) give as likely as not cease to send them. It must also be borne in mind that in this presidency English takes up the position taken by Hindustani in the north of India, and is steadily becoming the common language of many classes. Moreover the teachers in primary schools know no English or too little to attempt to teach it. The Government in Council is averse to disturbing existing arrangements in this matter & would clearly prefer teaching of English in Madras schools contented unchanged.

This difficulty does not exist in Municipalities can provide funds pay of primary teachers without from Provincial funds, and at present, though no doubt in many cases to pay inadequately, this does for the most part of the primary teachers are worth more than they receive. Probably a better class of primary teachers would secure if increased pay existing they would in the case of Municipal schools probably in case of result schools dependent on aid from local Funds. What Chief chiefly requisite at present time is a marked improvement in the training of primary school masters. A really efficient type of training schools for elementary teachers would produce ultimate results of great benefit, and ~~undoubtedly this~~ the Public Instruction is taking steps towards improvement in and this matter should be expedited here. This Office is of opinion that the present number of training schools is perhaps more than sufficient for the requirements of this Presidency & the Government in Council is inclined to agree with upon this point. In fact it is probable that it may be advisable to reduce the existing number of these schools a little more & devote the training in the remainder. The Course in these schools should be extended to three years in lieu of two years as at present, and should embrace a more general culture of the students than is the case at present. The existing course of one year allows only of technical instruction in the art of teaching, which from the students' point of view is very important to their very humble standard of education desire and small benefit. The Government in Council hopes that a complete revision of the course of instruction in training schools for primary teachers may result in course of time in the provision of a class of primary teachers capable of giving far better elementary instruction than is now the case, and it may be expected that with the provision of a better article, the rate of pay will improve.

Government {1902} of Madras.

EDUCATIONAL.

Recd. } 1902. Enclosures

Read. Spare copies

G.O., &c., Nos. 302, 303, 17th May 1902.

MAY.

Primary Education.

Addressing the Government of India on the subject of — in the Madras presidency.

EDUCATIONAL DEPARTMENT.

From

M. HAMMICK, Esq., C.I.E.,
Secretary to the Government of Madras,
Educational Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT,

Dated Ootacamund, April 1902.

SIR,

I am directed to refer to paragraphs 1 to 15 and 17 and 18 of Mr. Hewett's letter No. 466, Educational, dated 6th November 1901, on the subject of primary education.

2. With regard to expenditure on primary schools the Government of India make a comparison between Madras and Bombay, from which it is deduced that Madras spends less on primary education relatively to secondary education than Bombay, and it is suggested that by restricting the expenditure on secondary education more funds might be found for primary schools. I am however to point out that relatively to population the expenditure on collegiate and secondary education in Bombay is greater than in Madras and that in the figures adopted by the Government of India certain items, *e.g.*, the expenditure on medical education, are reckoned against Madras which are excluded in the case of Bombay. The cost to the State of educating each student in the collegiate and secondary stages of instruction in Madras and Bombay, respectively, may be correctly exhibited as follows :—

		Madras.		Bombay.	
		Rs.	A.	Rs.	A.
College		78	9	86	9
High school ..	Boys	3	14	13	7
	Girls	13	13	25	7
Middle school ..	Boys	2	6	6	6
	Girls	6	10	12	3

It cannot with reason, I am to submit be contended from this statement that the expenditure on education above the primary stage is extravagant in Madras, or that such education can be made much more self-supporting than it is at present. The large total is due to the great extension of collegiate and secondary education in this presidency and it does not seem practicable to reduce the amount spent without checking the spread of higher education to an extent which His Excellency in Council feels certain the Government of India do not desire. Managers of colleges and secondary schools already complain that their efforts are not sufficiently assisted by Government. Occasionally grants are withdrawn from secondary schools which

have become self-supporting, but the amount that can be reasonably expected from this source must be very small. On a review of the situation, the Governor in Council sees no way of finding more funds for primary education by withdrawing or diminishing aid in this direction, and it would not have been in his power to improve and extend primary education in the manner desired but for the recurring grant of eight lakhs which has been placed at his disposal by the Government of India.

I am directed to remark that primary education in Madras is to a very large extent conducted through the agency of schools under private management, and in this respect the system of Southern India is in strong contrast with that of some of the other provinces. Compared, for instance, with Bombay the figures for 1899–1900 for boys schools were as follows:—

	Madras.		Bombay.	
	Schools.	Pupils.	Schools.	Pupils.
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In Bombay, it will be seen, 78 per cent. of the schools containing 84 per cent. of the pupils were Government, local, or Native State institutions; in Madras the corresponding percentages were 14 and 2. Almost the only schools maintained by Government are those in the hill tracts in the Northern Circars and the practising schools attached to training institutions. In deference to the wishes of the Government of India that there should be a large increase in the number of primary schools under departmental management the Director of Public Instruction has proposed to establish 169 Government primary schools, *i.e.*, one in each taluq of the presidency; but, as stated in paragraph 3 of Mr. Weir's letter No. 38, Educational, dated 18th February 1902, the Governor in Council is not convinced of the desirability or expediency of the step. Hitherto local boards have been encouraged to hand over their schools to private managers, a policy they have readily adopted, and thus the number of local and municipal schools has fallen from 3,351 in 1895 to 2,509 in 1901. This policy will no longer be continued, but it is impossible to replace immediately the grant-in-aid system by any system of departmental schools. The Government will however now be able to arrange for the payment in full of all grants due to aided schools whether from provincial or from local funds, and they feel confident that with such payment of grants there will be a large increase in the number of primary schools and more effectual departmental control; and the Director will be able to insist that all aided primary schools shall carry out his instructions and provide themselves with proper buildings and qualified teachers. The Governor in Council is disposed to watch the effect of the steps now taken before proceeding further in the matter, but will consider and discuss the whole position of primary education in due course with the Director-General of Education when that officer visits and makes himself acquainted with the conditions of education and the system on which the Government have proceeded in this presidency.

3. Turning to the subject of control over schools administered by local boards, I am to observe that it is already in almost all respects as complete as in Bombay. Under the rules in the Local Fund Code which have the force of law, the Government has ample powers of control. The Grant-in-aid Code has the force of rules under the Act. No new school can be established, other than an elementary school, without the sanction of Government. No school can be closed, or transferred without ample notice to the Director of Public Instruction, that he if necessary may make a representation on the subject to the Government. Schools have to be administered according to the principles of management adopted in State schools. The accounts of all aided schools are examined by the officers of the Educational department. The

educational part of the budget estimate of every local board is prepared by the inspecting staff. The local board then considers it and forwards the whole estimate to Government for approval, at the same time sending a copy of the educational portion to the Director. That officer suggests alterations and communicates his remarks to Government; the Governor in Council in turn when reviewing the budget gives attention to the Director's suggestions and accepts them if the funds of the board are adequate to meet the additional charges proposed. Appointments, promotions and other matters affecting the educational subordinates of boards are nominally made by the president concerned, but he has to consult the inspecting officers at every step and is practically bound to accept their recommendations. Fees in board schools are fixed by Government and such schools have to conform to all the requirements of the Madras educational rules just as if they were State schools. The rules for municipal councils are the same as those for local boards.

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5. With regard to the inquiry whether the existing rates of pay for teachers in primary schools in this presidency should be raised, I am to observe that in the few Government primary schools the pay is generally higher than in primary schools under local boards or private managements. Undoubtedly, however, it would be an advantage to raise the rates of pay even in Government schools, as perhaps a better class of men would then come forward to undertake the work of teaching. It is difficult to see how local boards and municipalities can provide funds for increasing the pay of primary teachers without considerable aid from Provincial funds, and at present, though no doubt in many cases the pay is inadequate, it is doubtful whether most of the existing teachers are worth more than they receive. Probably a better class of primary teachers would secure approved pay; certainly they would in the case of missionary schools and probably in the case of result-schools dependent on aid from local funds. What seems chiefly required at the present time is a marked improvement in the training of primary schoolmasters. A really efficient system of training schools for elementary teachers would produce ultimate results of great benefit, and the Director of Public Instruction is taking steps towards improvement as regards this matter. This officer is of opinion that the present number of training schools is perhaps more than sufficient and His Excellency the Governor in Council is inclined to agree with him upon this point. In fact it is probable that it may be advisable to reduce the existing number of these schools and improve and lengthen the training in the remainder. The course in these schools should extend to three years instead of covering only one year as it does at present, and much more time should be devoted to improving the general culture of the students than is the case at present. The existing course of one year allows only of technical instruction in the art of teaching from which the students, owing to their very inferior standard of education, derive very small benefit. His Excellency the Governor in Council hopes that a complete revision of the course of instruction in training schools for primary teachers may result in course of time in the provision of a class of primary teachers capable of giving far better elementary instruction than is now the case, and it may be expected that with the provision of a better article, the rate of pay will improve.

6. The vernacular languages are the medium of instruction in all primary schools in this presidency and also in all but a few lower secondary schools and classes. In upper secondary classes, English is the usual medium, supplemented by explanations in the vernacular, but all pupils except those who take up Sanskrit or

some other classical language continue study their vernacular as a subject up to the end of their school days and even they go so far to the end of their college course. It is only in the larger townsat English is taught in primary classes as a subject, and even there it is not the nium of instruction. In the ~~town~~ of Madras and in some ~~other~~ towns English is taut in almost every school, and a boy who has a little knowledge of ~~English~~ has a mu better chance of employment than one who has not. ~~Many~~ parents ~~no doubt~~ sl their children to school mainly to learn English and if the teaching of ~~Engli~~ were abolished, they would as likely as not cease to send them. It must also be me in mind that in this presidency English ~~takes up~~ occupies something of the position take by Hindustani in the North of India, and is steadily becoming the common languag of many classes. In rural parts the teachers in primary schools know no English very little and do not attempt to teach it. His Excellency the Governor in Counch averse to disturbing existing arrangements in this matter and would leave the pent teaching of English in Madras schools unchanged.

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I have the honour to be,
Sir,
Your most obedient servant,

M. HAMMICK,
Secretary to Government.

A.T.P.
23-4-02.
M.H.
28-4-02.