1904

E-DN

No No- 608

7-10-1904

(12)

(16) Apem

[redacted]

பாதுகாப்பு பிரிவு

செப்பனிடுபவர் பெயர் : மா இராமலிங்கம்.

செப்பனிடுவதற்காக எடுத்துக் கொள்ளப்பட்ட நாள். 10/2007

செப்பனிட்டு முடித்த நாள்.

சரிபார்க்கும் முதல் முறியாள கையொப்பம்	சரிபார்க்கும் 2ம் முறியாள கையொப்பம்	ஆராய்ச்சி உதவியாளர் கையொப்பம்
25.2.11.10	28/2/10	28/11

Government {1904} of Madras.

EDUCATIONAL. 2

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Enclosures

1904.

Spare copies

ORIGINAL

G.O., No. 608, 7th October 1904.

N. P.

OCTOBER.

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ganization of the Government Girls' Schools in the Madras Presidency.

ing orders on the letter from the Director of Public Instruction suggesting certain tions in the orders already passed relating to the —.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—the following papers:—

From the Hon'ble Mr. A. G. BOURNE, D.Sc., F.R.S., Director of I
tion, Madras, to the Secretary to Government, Educational Dep
29th April 1904, C. No. 3859.

I have the honour to submit the following remarks upon the sc
reorganization of the Government Girls' Schools:—

G.O., No. 441, Educational, dated 14th September 1903.
G.O., No. 598, Educational, dated 4th December 1903.
G.O., No. 203, Educational, dated 29th March 1904.

The Government orde
the margin have placed th
the three circles upon nea
footing.

The scheme as sanctioned—

(1) does not provide in any case for a European or Eurasian hea

(2) reserves the highest rates of pay for women teachers;

(3) provides that salaries under the new scale shall not be supp
results stipends;

(4) provides for personal allowances for teachers adversely affecte
scale. The orders with regard to the Central and Southern Circles sta
are to be equal in amount to the difference between the old pay and the
that for the Northern Circle that they are to be equal in amount to th
between the old pay plus the results stipends and the new pay. This dis
I presume, unintentional, and the intention of Government expressed in t
the Northern Circle;

(5) provides watchers for the schools in the Central and South
not at present for those in the Northern Circle. This is not a ma
consequence just now.

2. The necessity or desirability of employing European or Eurasian
headmistresses in a few of the more important of the Government schools i
independent of the other matters dealt with. I venture to ask for its reco
However desirable and important it may be to provide for the education o
or Native Christian girls the present effort should, I think, be concentr
endeavour to educate a generation or two of caste girls. To induce caste
send their girls to school is the main consideration; and it is admitted on all
a Native Christian as head teacher gives them sufficient excuse for not do
caste Hindu woman may be the ideal head teacher from their point of
European or Eurasian woman is almost as good and little objection is
Brahman. Qualified caste Hindu women are not forthcoming at prese
can be provided for as soon as they come forward. Native Christian women
coming and can be provided with posts but the Inspectresses are most anxio

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few schools in places where they appear likely to thrive, with a woman as head-
istress who is not a Native Christian. European and Eurasian women are obtainable,
at Rs. 30, the pay now fixed, is too low for them. I would therefore ask that, if
othing else is done with regard to these appointments, provision may be made for
granting allowances of, say, Rs. 20 in addition to results stipends to European and Eurasian headmistresses in the marginally-noted schools.

Cuddalore.	Tellicherry.
Vellore.	Kumbakónam.
Nellore.	Suryaraopet.
Kanathur.	Gunnairbeed.

3. The bulk of what I have to say refers to provisions 2, 3 and 4 referred to above. Before proceeding to deal with details I give a summary of the general financial aspect assumed by the reorganisation schemes under these orders in so far as the teachers are concerned.

The figures are approximately correct, sufficiently so, I think, for the present purpose—

	Rs.
The salaries of the previously existing 528 posts amounted to ..	60,114
Results stipends paid in 1902–03	17,958
Together, *i.e.*, value of these posts in the past	78,072
The average value is over Rs. 12 a month—	
The higher rates of salaries of these 528 posts, *i.e.*, the value of these posts in the future without results stipends would amount to	75,332
The higher rates of the salaries of 143 newly-created posts without results stipends would amount to	22,084
The average value is about Rs. 13 a month—	
Even if results stipends were allowed in conjunction with the [illegible] salaries the total possible expenditure [illegible] teachers would amount to	1,20,274

The average value is nearly Rs. 15 a month.

4. With regard to the reservation of the higher rates of pay for women there are, I think, strong objections to placing men and women on a different footing in these schools. It will be a very long time before the men can be dispensed with. We have now less than 150 women and nearly 400 men and there are all the newly-created posts to be filled up. I need not dwell upon this; men will be wanted now and in the future. The women at any rate will seldom go to a school away from their homes so that men and women will be generally found teaching in the same school and to give the men less than the women will lead to endless quarrelling and have most deleterious effects upon many schools. These schools are even now, the Inspectresses say, most difficult to manage and to improve the position of the women and not of the men is sure to accentuate the trouble. There will not be the slightest difficulty in providing for all the women teachers who are likely to be forthcoming, and the Inspectresses will never appoint a man if they can get a woman.

Again as the object of the scheme was to improve the schools by attracting better teachers and as most of these are and will be men not to offer higher rates of pay to them will largely frustrate this object, the teachers for a long time to come will be no better than the existing ones and the money spent on them and on the new buildings will be to a great extent wasted.

5. I now turn to the effect of cutting away the results stipends. In the first place I beg to draw attention to the result of Government's remark in the review of the new budget estimates (G.O., No. 849, Financial, dated 12th December 1903), that it is not open to the Director to pay fixed salaries alone to certain teachers and fixed salaries and results stipends to others in the same school. If the women are not to have results stipends and the men are not to get the higher rates of pay and no existing teacher is to be adversely affected all the men now in the schools will have to have personal allowances and the men subsequently appointed will be worse off than the present men. For various reasons this wholesale system of personal allowances seems to me undesirable.

6. Apart from the position of the present teachers, I calculate that to cut a the results stipends will, even with the increased rates of pay, lessen the value of of the appointments. The figures in paragraph 3 show that the aggregate valu the existing appointments has been actually reduced by the present orders.

7. Further, many of the teachers drawing less than Rs. 10 a month brought th annual receipts over Rs. 120 by results stipends and thus qualified for supe service. All the Rs. 10 posts without result stipends will be inferior service.

8. Speaking generally the proposals as originally submitted would have impro the position and prospects of the teachers holding the lower posts, but there were proposals to benefit indiscriminately all the existing teachers. Each school and e teacher was carefully dealt with on its or his or her own merits (see G.O., No. 2 Educational, dated 21st May 1903, pages 2–13, G.O., No. 598, Educational, dated December 1903, pages 5–13, and similar proposals submitted for the Northern Cir in the statement which accompanied my Ref. on C. No. 1413 of 1903, dated 20 January 1904). In many cases the new teacher was to be the head and the existi teachers to go down a place in some cases on slightly increased pay in others not or at any rate until qualified; and the scales were drawn up on the assumption th results stipends would be paid as heretofore. The general orders passed have had many cases effects which were probably unexpected. The decrease in the value the appointments has, in many cases, been over Rs. 20 a year and in some cases much as Rs. 100.

9. I do not know what considerations influenced Government to withhold th results stipends, but I may perhaps be allowed to point out that the main objection t *aiding* a school by means of results grants (fluctuating financial position) does n apply to the results stipend system whereby a portion of a teacher's emoluments fixed while a portion depends upon the quality of the work done.

10. I fear that the sc... suffered from being presented to Governmen piecemeal. I venture to hope that considering the scheme as a whole, Government wil be pleased to withdraw the disqualifications with regard to [illegible]p teachers and to allow the 50 per cent. of the results stipends originally proposed, to be earned by all.

These proposals involve no change in the proposition statements and the provisio in the budget will be ample for some years to come.

Sanction to the proposed European and Eurasian head-mistresses would involv an increase of Rs. 160 a month in allowances if such were appointed to all the eight posts.

Telegram from the Secretary to Government, Educational Department, to the Director of Public Instruction, dated 23rd September 1904, No. 86.

Please wire what girls' schools each Inspectress examined for results grants in 1903–1904. Are such examinations of girls' schools held by any male Assistant Inspectors?

Telegram from the Director of Public Instruction, to the Secretary to Government, Educational Department, dated 26th September 1904.

Your telegram No. 86. Northern Circle examined five lower secondary, two upper primary and three lower primary schools. Southern seventeen lower secondary, seven upper primary and two lower primary. Particulars Central Circle will be wired on receipt. Such examinations not done by male Assistant Inspectors.

Telegram from the Director of Public Instruction, to the Secretary to Government, Educational Department, dated 27th September 1904.

Inspectress, Central Circle, examined one lower secondary, one upper primary and one lower primary school.

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'DER—No. 608, Educational, dated 7th October 1904.

In the circumstances now stated by the Director, His Excellency the Governor in Council is pleased to sanction the employment of European or Eurasian head-mistresses in the eight schools noted in the margin, and to fix their pay at Rs. 50 each per mensem. No results stipends will be d in addition to this pay. In the case of the schools at Kanathur, Tellicherry and mbakónam the revised pay will be provided in the proposition statement for the organization of the girls' schools in the Southern Circle now before Government. n the case of the other schools, the Director should submit the necessary proposition tatements.

Cuddalore.	Tellicherry.
Vellore.	Kumbakónam.
Nellore.	Suryaraopet.
Kanathur.	Gunnairbeed.

2. The Government are also pleased to withdraw the reservation for women eachers of the higher rates of pay provided in the schemes of reorganization sanctioned r approved by them, and to place all teachers whether male or female on the same ooting as regards pay.

3. Finally, with regard to the question of the payment of result stipends in addi-ion to the revised salaries, the Government adhere to the decision that when the new scales of salaries take effect, no results stipends over and above them shall be paid to any of the teachers. They are, however, pleased to direct that the cases of teachers adversely affected will be governed by the ordinary rules.

Paragraph 3 of G.O., No. 203, Educational, dated 29th March 1904, and paragraph 1 (2) of G.O., No. 441, Educational, dated 14th September 1903, are hereby cancelled.

(True Extract.)

H. D. TAYLOR,
Ag. Secretary to Government.

To the Director of Public Instruction.
" Accountant-General.
" Financial Department.

Exd. V. Ramachendra Rao.

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EDUCATIONAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 608, EDUCATIONAL, DATED 7TH OCTOBER 1904.

[SUBJECT.—*Reorganization of the Government Girls' schools.*]

Demi-official from the Hon'ble Mr. A. G. BOURNE, Director of Public Instruction, to the Secretary to Government, Educational Department, dated Camp Chicacole, 30th January 1904.

I am in some doubt as to what to do about paragraph 4 of G.O., No. 849, Financial, dated 12th December 1903 (budget estimate).

2. It was proposed to revise all the salaries in Government girls' schools and to give them 50 per cent. of the results stipends which they would have got had their salaries not been revised. Government said revised salaries for women teachers only and no results stipends where revised salaries were given. So men teachers in these schools are not to get revised salaries. Are they under the paragraph in question also to lose all the results stipends they have been drawing? It was not, I presume, intended that we should give fixed personal allowances in place of a fluctuating results stipend.

Why not?
A. GALLETTI.

3. I am quite sure that these men will be replaced by women when the latter are available, but this will take a long time. We estimate that the present men will disappear at a greater rate than that at which qualified women will appear. No extra pressure need be brought to bear to get rid of them, and if we *have* to appoint some new men we ought to offer the revised salary in order to get good ones. When we spoke some time ago about these results stipends I hardly realized the difference between giving such to teachers with fixed salaries in Government schools and *aiding* schools by means of results grants. The great objection to the latter that the school finances are apt to be dislocated by fluctuations does not exist in the former case. The other objections usually put forward—that the system ignores the work done by teachers for backward pupils and that it leads to cramming—have not much weight in girls' schools.

4. I shall be glad to have your opinion (1) as to the effect of the paragraph quoted from the budget estimate, and (2) as to whether it will be any use addressing Government again with regard to the matters in which the Director's proposals were overruled. The present scheme can hardly be called the "earnest effort to effect a real advance in the matter of female education" which is desired by the Government of India.

The scheme for the re-organization of the Government girls' schools in the Central Circle was approved in G.O., No. 441, dated 14th September 1903. In clause (3) of that order Government said that "the higher rates of pay now provided should be strictly reserved for qualified women teachers, and other teachers, if posted to the newly-created appointments on Rs. 10 per mensem, will be paid only Rs. 7 per mensem". In clause (6) again it was stated that "on the revised salaries taking effect no results grants over and above them shall be paid to any of the teachers".

2. From the Director's * budget for 1904–1905 it appeared that he intended to pay revised salaries to some teachers and existing salaries—fixed stipends *plus* results stipends—to others in the same school. The Government therefore ordered that he should arrange to maintain schools as a whole either on the salary or on the salary-results system—*vide* paragraph 4 of G.O., No. 849, Financial, dated 12th December 1903.

* Pages 9 and 10 of the original budget.

3. Dr. Bourne now desires to know—

(1) What will be the effect of G.O., No. 849, Financial, dated 12th December 1903. Are men teachers who are not to get revised salaries to lose all the results stipends they have been hitherto drawing?

(2) Whether Government can be addressed again with regard to the matters in which the Director's proposals were overruled.

4. With regard to (1)—whether men teachers are to lose all the results stipends they have been drawing—Dr. Bourne presumes that it was not intended that these teachers should be given fixed personal allowances in place of fluctuating results stipends. He thinks also that there is a difference between giving results stipends to teachers in Government schools and aiding schools by means of results grants, because the dislocation of school finances by fluctuations in grants involved in the latter method does not exist in the former and because the objection raised against the results grant system that it encourages cramming has not much weight in girls' schools. It is submitted that existing men teachers should not lose by the introduction of the revised scale of salaries. This should be provided for by the grant of personal allowances—*vide* clause (2) of G.O., No. 441, dated 14th September 1903. The allowances will, however, be only personal and will not go to future incumbents and may be fixed with reference to the average results stipends earned in a series of years, say, three or five. There seems to be hardly any difference between results stipends in Government schools and results grants in private schools—the principle is the same in both and the objection that it encourages cramming holds good in the case of girls' as well as boys' schools. Payment by results whether in Government or in private schools should be discouraged and eventually done away with—please see paragraph 6 of the note, dated 26th August 1903, on page 14 of the notes with G.O., No. 441, dated 14th September 1903. Dr. Bourne may therefore be informed that in introducing the revised scale schools should be treated as a whole and that whatever the existing teachers lose should be made good to them in the shape of personal allowances based on the average results stipends for a series of years. Such allowances will be only temporary and will vanish in course of time.

Because a large proportion of girls do not enter for examinations?

A. Galletti.

To as great an extent? The Director says not.

A. Galletti.

Girls don't cram to become Government clerks.

G. S. F[orbes].

5. As regards (2)—whether Government can be addressed again—G.O., No. 441, dated 14th September 1903, was passed after a great deal of correspondence and after full consideration, and it does not seem advisable to reopen the question now. Dr. Bourne may be informed accordingly.

P. T. Tharyan—8-2-04.

It is not clear why the Director of Public Instruction thinks Government could not have meant what they said when they ordered that teachers adversely affected would draw a personal allowance equal to the difference in pay—pay presumably means all they used to get out of the billet and includes results stipends. However the notes to the Government order in question seem to show that when the Government order was drafted, pay was taken to be equal to fixed salary, and results stipends were forgotten. If the teachers are to be compensated for loss of results stipends, is the compensation to be equal to the results stipends of the year before the introduction of the scheme, or an average of several years' results stipends, and if of several years, of how many?

2. The Director has forbodings as to the future and thinks that the supply of men teachers at Rs. 7 will fall below the demand. Is last year's G.O., No. 441, dated 14th September 1903, to be reconsidered or may the question be shelved until practical difficulties actually occur?

A. Galletti—9-2-04.

Dr. Bourne raises two questions:

(1) Is Government prepared to reconsider the declaration, made in paragraph 1 (6) of G.O., No. 441, dated 14th September 1903, that results grants are not to be

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given to teachers in Government schools? He suggests that such grants are less objectionable in such schools than in aided schools. They may be *less* objectionable, but they continue to be objectionable, and the Government should not, I think, reconsider its decision.

(2) Is Government prepared to reconsider its declaration that the higher rates of pay sanctioned in the scheme of reorganization should be strictly reserved for qualified women-teachers? Dr. Bourne suggests that, as women-teachers are not yet available in sufficient numbers, it is necessary for the present to continue to employ men—and to get good men, higher pay is needed. On this point, I don't feel quite so clear as on the first, because there can be no doubt that, as Dr. Bourne's last sentence suggests, the scheme of reorgnization, coupled with the conditions laid down, is for the present, almost a nullity. The women-teachers don't exist, and to limit the improved rates of pay to teachers of that sex is practically to refuse any increase at all. There are two reasons for this refusal—(*a*) in order to put pressure on the department to employ females when available, (*b*) because the Hon'ble Mr. Thomson was not satisfied that sufficient ground for increased salaries had been shown. Both reasons still hold good, and on the whole, I would submit that Government should refuse to reconsider this point also. Paragraph 13 of the Educational Review—G.O., No. 614, Educational, dated 10th December 1903—shows how little real demand exists for female education, and I would not waste more money than can be helped on it.

A. G. Cardew—10-2-04.

I am not at all sure that the Hon'ble Mr. Thomson meant to approve the sweeping revolution contained in clause (6) of paragraph 1 of G.O., No. 441, dated 14th September 1903. It was never endorsed by the Director so far as I can make out, and apparently from his budget, he did not intend the change. If so, I do not think the Government would have proposed to make the change without at any rate first consulting the head of the department. At any rate the Honourable Member should, I think, have seen the draft of the Government order before it issued. Was there any discussion of the point in other files than those put up.

Please show also on what the orders in paragraph 4 of G.O., No. 845, Financial, dated 12th December 1903, were based?

G. S. F[orbes]—11-2-04.

Put up the G.O., No. 238, Educational, dated 21st May 1903, in which the principle of paragraph 1 (6) of G.O., No. 441, Educational, dated 14th September 1903, was first laid down—I think—and explicitly accepted by the Hon'ble Mr. Thomson. But apparently the last paragraph of my note, 26th August 1903, and Hon'ble Mr. Thomson's note, 27th August 1903, have been over looked.

2. Put up also notes of the Financial G.O.

A. G. Cardew—12-2-04.

G.O., No. 238, Educational, dated 21st May 1903, is herewith submitted. All that was there stated was however that, if fixed stipends are raised, it should be possible to reduce the results stipends. In paragraph 13 of his note, dated 30th July 1903, on page 10 of the notes in G.O., No. 441, dated 14th September 1903, the Hon'ble Mr. Thomson said: "the instructions in paragraph 4 of the Government order of 21st May must stand". After further investigation and consideration it was suggested in the Secretary's note of the 26th August 1903 on page 14 of the notes in G.O., No. 441, dated 14th September 1903, that the payment of grants in Government schools should not be countenanced. This suggestion among others was accepted by the Hon'ble Mr. Thomson in his note of the 27th August. The Hon'ble Mr. Forbes accepted this ruling in the case of the schools in the Southern Circle in his note, dated 21st November 1903, on page 2 of the notes in G.O., No. 598, Educational, dated 4th December 1903.

This is the point I am not sure about. He did not see the draft order.

G. S. F[orbes].

No doubt; but I had not then examined the authority for the orders in the Government order of 14th September, the question not being directly raised on that file.

G. S. F[orbes].

2. A copy of the notes with G.O., No. 849, Financial, dated 12th December 1903, is also submitted. Paragraph 4 was not discussed in these notes.

P. T. THARYAN—16-2-04.

A school should *, it is submitted, be either a salary school or a salary-results school, but particular teachers, who can be shown to have suffered by the abolition of result-grants, may be given compensation in the form of a fixed addition to their monthly salary, and paragraph (2) of G.O., No. 441, Educational, dated 14th September 1903, may be held to apply to this case as well as to cases of a fall in fixed salaries of particular appointments on reorganization.

* There is no *necessity* for this dogmatic and exclusive alternative ?

G. S. F[ORBES].

A. GALLETTI—16-2-04.

The Honourable Member has presumably not noticed the concluding † portion of my note, dated 26th August 1903, and the first sentence of the Hon'ble Mr. Thomson's note, dated 27th August 1903. These were as follows :—

"The only difficulty is how to replace [the system of rewarding teachers by results grants] "in the case of aided schools, but in the case of "Government schools no such difficulty exists, "and the payment of grants in these schools "should therefore clearly not be countenanced.

"A. G. CARDEW—26-8-03.

"You may order accordingly.

J. T[HOMSON]—27-8-03."

† This is only a small portion of the note.

G. S. F[ORBES].

This is a general assent: the real question was the scale of salaries.

G. S. F[ORBES].

2. If the Honourable Member saw this specific direction to issue orders accordingly, I do not understand the Honourable Member's remarks to the effect that that he is not sure the Hon'ble Mr. Thomson meant to approve of the discontinuance of ‡ results grants and that the draft Government order should have been sent to Hon'ble Mr. Thomson before issue. The Hon'ble Mr. Thomson always respected the Secretariat tradition that the Secretary is responsible for the form of the Government order. His acceptance of the principle is clear from above quotation. The Director of Public Instruction did not accept the principle that results grants should be abolished in Government schools, and it was not remitted to him, because as the Hon'ble Mr. Thomson noted on page 8 of the notes: "There is no use in "remitting [these proposals] to Mr. Stuart; he has chosen to be a post office to his "subordinates and finds it easiest to humour them instead of directing them and "informing them."

‡ In the stringent language used—without qualification or restriction.

G. S. F[ORBES].

I am not objecting to the mere form, but whether his few words were intended to cover *all* the suggestions in the note, some of which were essential to the disposal and some might be deemed *obiter dicta* as it were. When a revolutionary reform is proposed it is usual to submit the draft to the Honourable Member; and at any rate it is safe.

G. S. F[ORBES].

3. I am not aware of the question having been discussed in any other file, but the Honourable Member himself accepted this principle in his note, dated 21st November 1903, on page 2 of notes connected with G.O, No. 598, Educational, dated 4th December 1903. The late Director of Public Instruction seems also to have accepted the proposition that results grants are bad in his letter C. No. 6729, dated 11th September 1903, in G.O., No. 484, Educational, dated 5th October 1903. That letter referred only to aided schools, but if "the stimulus which payment by results applies to education" is "unhealthy" in aided schools, it is also unhealthy in Government schools, though possibly to a less extent.

I accepted no principle. I followed the Government Order which was not then called in question.

G. S. F[ORBES].

4. Paragraph 4 of Financial G.O., No. 849, Financial, dated 12th December 1903, refers to a different point.

A. G. CARDEW—16-2-04.

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The Hon'ble Mr. Forbes has always been regarded as the special exponent of this particular tradition, which I learnt to believe in from receiving it from his lips.

A. G. CARDEW—26-2-04.

What Mr. Cardew has got mixed about is the question of *grammar*, or *e.g.*, the use of a word which is not English.

G. S. F[ORBES]—12-5-04.

[There is no such Secretariat "tradition" as the Secretary refers to. Indeed up till a few years ago the simplest draft was passed by the Member : but we have stopped that some time. However apart from a tradition, the Secretary is safe only if he is *quite* sure the Government Order carries out the Member's or, Members' orders, and *as* he wants it put. If the Member gives plain instructions or the case is such that it is clear what is wanted, the Secretary takes the responsibility ; and *must* do so in very many cases ; but where there is an important point of principle and especially where instructions as to the draft are not clear (assent to the notes is a totally different thing from assent to the order which is to go) it is rarely safe not to circulate the draft. There is a great deal not only in the substance of the order but in the way it is to be put to the world and the qualifications and the tone—all of which may make a great deal of difference to the Government. Even a Secretary to the Government of India would not issue an important order or one in which there *is room for doubt* as to the tone or choice of language without sending it to the Honourable Member. There is wide room for discretion and responsibility in practice ; and I only make these remarks with reference to the too wide language used by the Secretary as to drafts.]

I have repeatedly heard the Hon'ble Mr. Forbes maintain the precise opposite of this opinion.

A. G. CARDEW—26-2-04.

Mr. Cardew must have entirely misunderstood. Neither here nor at Simla does an important draft go out without the approval of the Honourable Member, who raises it to carry out his intentions or to set the tone of it. The Secretary need not, however, send out *bad grammar* or the like over his signature—an entirely different matter.

G. S. FORBES—12-5-04.

Now in the present case the Honourable Member gave only a general assent to the note ; and therefore the ordinary presumption would be that, *an important departure being taken*, he would have wished to see the draft to make sure that it conveyed precisely his views, and to give him an opportunity of adding such qualifications and modifications as might be required.

2. The Government order as issued may, and perhaps does, carry out precisely what the Hon'ble Mr. Thomson intended. All I mean to say is that looking at the papers, I am not *quite sure*.

3. The office-notes speak very dogmatically of "*results grants*". But the system, in so far as it is objectionable, is so because of the impossibility, apparently, of getting in this country subordinates who will conduct *honestly* the inspections which determine the grants. At the same time the *fixed salaries* system, since there is no automatic stimulus to work, requires a very competent, a very large and very careful inspectorate ; and much discipline and removal of lazy teachers. Theoretically I have little doubt the best system is a combination of fixed salary and results stipends—a system which has worked marvels in some parts of the world. But I do not mean to open the general question.

4. I presume Mr. Galletti's proposal as to bringing the Director's hard cases under paragraph (2) of the Government Order of 14th September is unobjectionable—though it was evidently not the original intention that it should bear that construction.

5. As the Hon'ble Mr. Thomson will be here in a couple of days, better submit the file to him. The Director of Public Instruction wishes, I see, also to be allowed to address Government on other points.

G. S. FORBES—24-2-04.

The file is submitted to the Hon'ble Mr. Thomson.

A. G. CARDEW—26-2-04.

File received from Hon'ble Mr. Thomson to-day. With reference to Hon'ble Mr. Forbes' notes, I place on record the fact that Hon'ble Mr. Thomson said he was quite

satisfied as to the issue of G.O., No. 441, dated 14th September 1903. Draft demi-official to the Director of Public Instruction below.

A. G. CARDEW—8-3-04.

Demi-official from the Secretary to Government, Educational Department, to the Director of Public Instruction, dated 8th March 1904, *No.* 39.

In reply to your demi-official, dated 30th January 1904, about G.O., No. 849, Financial; dated 12th December 1903, I am directed to say that you are at liberty to address Government regarding the matters mentioned in your demi-official stating your own opinion explicitly on each point.

From the Director of Public Instruction, No. 3859, *dated* 29*th April* 1904,

The Director's proposals for the reorganization of the Government girls' schools in the three circles of the Presidency were approved in separate orders as follows:—

Central Circle.—G.O., No. 441, Educational, dated * 14th September 1903.

Southern Circle.—G.O., No. 598, Educational, dated 4th December 1903.

Northern Circle.—G.O., No. 203, Educational, dated 29th March 1904.

* The principles of the scheme were qualified teachers:—

(1) *Reduction of salaries* (where European or Eurasion head mistresses were employed) to native scale for same.

(2) *Personal allowances* to teachers adversely affected by new scale.

(3) *Higher* rates now provided reserved for *qualified* teachers and non-qualified teachers to get Rs. 7 in Rs. 10 posts.

(5) On introduction of new salaries *no results stipends* over and above them to be paid.

G. S. F[ORBES]—24-5-04.

2. The reorganization so far as the *Central and Northern* Circles were concerned were finally sanctioned in Financial orders No. 724, dated 7th November 1903 and No. 269, dated 6th April 1904. As regards the Southern Circle the finally revised proposition statement called for in G.O., No. 598, Educational, dated 4th December 1903, has not yet reached Government though it left the Director's office on the 6th ultimo—*vide* telephone message from the Director, dated 9th idem. The statement is still with the Accountant-General.

3. *Central circle.*—The reorganization of the schools in the Central Circle was under consideration from April to September 1903 and after a good deal of discussion was approved subject to the following chief conditions and remarks in the order in which they are given in the Director's letter:—

(1) The proposals provided for the employment of European or Eurasian head mistresses in three schools.† As it was thought [page 13 (paragraph 4 of the note, dated 26th August 1903), of the notes in G.O., No. 441, dated 14th September 1903], that the education of native girls should be on a vernacular basis the Government saw no necessity for the employment of European or Eurasian ‡ headmistresses and the pay provided for these mistresses was accordingly reduced from Rs. 50 to Rs. 30, the latter figure being considered ample for native headmistresses.

† Cuddalore, Vellore and Nellore.

G. S. F[ORBES].

‡ But European or Eurasian mistresses were proposed *only* for a very few schools.

G. S. F[ORBES].

(2) The higher rates of pay provided in the new scale were to be strictly reserved for *qualified women teachers;* and *other teachers*, if posted to the newly created appointments on Rs. 10 per mensem, were to be paid only Rs. 7 per mensem.

(3) On the revised scales' taking effect no results grants § over and above them were to be paid to any of the teachers.

§ They drew not results *grants* but result *stipends.*

G. S. F[ORBES].

(4) Any teacher adversely affected by the new scale was to be granted a personal allowance equal in amount to the difference between the pay drawn by him on the date the reorganization came into force and that provided for him in the new scale. The intention was that the teacher should not be a loser by the reorganization and this would perhaps have been better expressed if the word "salary" were used for "pay" or the words "pay and result stipends drawn drawn by him on the date of the reorganization and the pay provided for him in the new scale" were used for the words "pay drawn by him . . . . new scale".

"*Pay*" has a specific meaning?

G. S. F[ORBES].

4. *Southern Circle.*—When the scheme for the Southern circle was received these principles were applied thereto and the scheme approved in G.O., No. 598, Educational, dated 4th December 1903, subject to the same remarks and conditions as in the case of the Central Circle.

5. *Northern Circle.*—The scheme for the Northern circle was prepared on the lines already laid down by Government for the Central and Southern circles and was thus approved, without * further remarks except about personal allowance, in G.O. No. 203, Educational, dated 29th March 1904.

* I raised several questions regarding it during the discussion. (q. v.)

G. S. F[ORBES].

6. The Director was, meanwhile, in paragraph 4 of G.O., No. 849, Financial, dated 12th December 1903, also informed that it was not open to him to pay fixed salaries alone to certain teachers and fixed salaries *and* results stipends to others in the same school. It was thought that a school should be maintained either on the salary or on the salary-results system and not on a combination of these systems.

7. The Director now applies for a reconsideration of the orders referred to in paragraphs 2—6 *supra.* He was permitted in demi-official No. 39, dated 8th March 1904, to submit this application. As regards the *employment of European or Eurasian Headmistresses*, he wants permission to put such mistresses into at least † 8 schools and to grant them an allowance of Rs. 20 each in addition to the sanctioned pay *and* results stipends. As already stated the government (Paragrah 4 of the note, dated 27th August 1903, on page 13 of the notes in G.O., No. 441, dated 14th September 1903), thought that European Headmistresses were not wanted for any of the schools, being of opinion that the education of native girls should be on a vernacular ‡ basis. It is now for Government to say whether they will reconsider their orders on this subject. There is one argument in favour of the proposal of which Dr. Bourne makes no mention in his letter. European Headmistresses are better able than native to *exercise control* § over large schools. Perhaps Government may now pass an order to the effect that if in any of the 8 schools named a European or Eurasian Headmistress is *employed*, she will be granted an allowance of Rs. 20 *per mensem* in addition ‖ to the sanctioned pay of the appointment filled by her. It does not appear that a proposition statement is required for this but Financial may be consulted on the point.

† These are in addition to the three already named, *Cuddalore*, *Vellore* and *Nellore*, the following five *Kunathur*, *Tellicherry*, *Kumbakonam*, *Suryaraopet* and *Gunairbid.*

G. S. F[ORBES].

‡ But the office note omits any mention of Dr. Bourne's *own* argument, which is that *caste girls* will attend, &c.

G. S. F[ORBES].

§ The Congress would not admit this?!

G. S. F[ORBES].

Seeing what strong opinion Dr. Bourne holds on this subject, *permission* to entertain European or Eurasian mistresses in any of 8 schools if *necessary*, would probably lead to their entertainment in all cases.

H. D. TAYLOR—11-5-04.

‖ The Director of Public Instruction says "*in addition to results stipends*" paragraph 2 of his current letter.

G. S. F[ORBES].

8. The next point requiring reconsideration is the *reservation of the higher rates of pay provided* in the new scale for qualified *women* teachers. The Director's remarks on the point will be found in paragraph 4 of his letter. He thinks that by this restriction the main object of the reorganization is frustrated. He thinks also

that the restriction will lead to endless quarrelling among the male and female teachers in a school and points out that it will be very long before qualified women can be had for all the posts. It is for orders whether the restriction should now be removed but the reason assigned by Miss Carr in the extracts from her letter printed on page 6 of G.O., No. 617, Educational, dated 7th October 1902 was that unless better pay was offered qualified *Hindu women* teachers could not be had. It was never understood that there was any difficulty in obtaining qualified male teachers on the existing pay of Rs. 7. If they could be had on Rs. 7 there is no occasion to pay them more. Perhaps the Director may be consulted on this point before orders are passed.

There is no doubt that it is *better* to employ qualified women teachers if *they can* be obtained, *i.e.*, if the supply is equal to the demand. To obtain this end it appears desirable to encourage women teachers by giving them higher salaries than in the case of men teachers. The supply of men teachers is in excess of the demand. The rates of pay should, it is submitted, be governed by the conditions of the market.

But they can be got for less than a man?
G. S. F[ORBES].

Yes and women are in this market much cheaper.
G. S. F[ORBES].

H. D. TAYLOR—11-5-04.

Surely *qualified* male teachers are not procurable in the numbers required for this pay?
G. S. F[ORBES]

9. The next and most important point submitted for reconsideration is the ABOLITION OF RESULT STIPENDS. The Director dwells on this subject in paragraph 5 of his letter. "Speaking generally" the Director says that while "the proposals as originally "submitted would have improved the position and prospects of the teachers holding the lower posts," the proposals as sanctioned have effects just the reverse. The Director therefore recommends the payment in the shape of results stipends of 50 *per cent.* of the results grants earned by the schools. He says that the main objection to aiding a school by means of results grants is the resulting fluctuating financial position and that this does not exist in the results stipend system. It is submitted that the Director has not caught hold of the real objection to the results grant and therefore to the results stipends system. The real objection is the encouragement thereby given to cramming—the teachers will * pay particular attention to the best pupils and neglect the rest. The system will * also prevent the work of a class being considered as a whole and will * make it impossible to conduct the results grant examination without creating inequality in marking. The system thus injures the work of the inspecting staff, teachers and pupils. Please see paragraph 6 on page 14 of the notes with G.O., No. 441, Educational, dated 14th September 1903. Please see also paragraph 2 of Mr. Stuart's letter in G.O., No. 484, Educational, dated 5th October 1903, and also resolution XXXV on page 6 of G.O., No. 178, Educational, dated 14th March 1904. It is however for Government now to say whether they would reconsider the orders already passed. If results stipends are to be paid a fresh proposition statement will apparently be necessary but here again Financial may be consulted. If they are not to be paid, perhaps the pay provided in the new scale may be further raised so as to avoid the wholesale system of personal allowances complained of by Dr. Bourne, but it is extremely doubtful whether personal allowances on any extensive scale will be necessary: the increase in scale is so marked.

The Director quite understands all the objections that may be theoretically or practically raised. He has discussed them often.
G. S. F[ORBES].

He MAY neglect them all.
G. S. F[ORBES].

* "May" at the most.
G. S. F[ORBES].

Is there a sufficient and an honest inspecting staff?
G. S. F[ORBES].

But only if the new scale is applied to men.
A. GALLETTI.

10. The next point for reconsideration is the *amount of the personal allowances to be given*. This should be, as the intention was, the difference between old pay *plus results stipends* and the pay (or the new pay *plus* results stipends in case it is now decided to continue the payment of results stipends).

And for this an average of say five years, and not for one year only should be taken.
H. D. TAYLOR—11-5-04.

11. The Government have decided—*vide* notes with G.O., No. 203, Educational, dated 29th March 1904—to address the Secretary of State on the reorganization as a whole. A draft has accordingly been prepared in the office, and it is only waiting for the receipt of the proposition statement for the Southern Circle. A reconsideration of the orders is, however, solicited. So long as the Accountant General has not objected to the sanction accorded by this Government to the reorganization, it is submitted that Government have no occasion to go to the Secretary of State. The Accountant-General is the adviser of Government in financial matters, and if he says that Government can sanction a certain thing, why should Government anticipate difficulties? On the other hand, if we go up to the Secretary of State, the Government of India, through whom the proposal should go, may turn round and ask: "If you felt any doubt about your sanctioning powers why did you sanction the schemes at all? Why did you not make a reference to us before sanctioning?" and there will be no proper answer to give them.

It is certainly probable that if the Accountant-General does not object, there is ground for thinking that the sanction of the Secretary of State is not absolutely necessary.
G. S. F[ORBES].

P. T. THARYAN—7-5-04.

I. The nucleus of the scheme

was a Central Circle scheme to cost Rs. 10,000 and come into force in 1903 (G.O., No. 617, dated 7th October 1902).

2. There was no doubt about the power to sanction this.

3. It was not brought into force in 1903 because it was badly drawn up.

4. The nucleus has since grown into a scheme for the whole Presidency; the schemes for the three circles can't be distinguished: for the same principles are to be applied and the scheme is to be introduced in all three circles at the same time. This being granted, submitted that it would be improper to skulk behind the Accountant-General. The Government knowing their own mind are in a better position than the Accountant-General to decide whether the three schemes are parts of the same or not.

II. Non-application of new scale to male teachers.

5. Orders on this point were purposely omitted from the recent Northern Circle order. Non-application was ordered in the Central and Southern orders: but when those orders were passed the full consequence of abolishing result stipends was overlooked: the effect of the Central and Southern orders was either (i) if it was intended to give no compensation for result stipends, to leave the men teachers worse off than they were before, or (ii) if it was intended to give compensation, to introduce the wholesale system of personal allowances which the Director deprecates in his paragraph 5.

6. I went through the Northern Circle figures carefully, and the solution of the difficulty appeared to me to be this: the raising of the scale of pay just about covers the loss of results stipends; the teachers gain Rs. 2 in pay, and lose Rs. 1-4 or Rs. 1-8 or something of the sort in stipend; if then the new scale is applied to the men as well as the women the loss of stipend will be made up by increase in pay, and there will be no wholesale system of personal allowances.

7. The Director makes out that the total pay (of existing posts) on the new scale (Rs. 75,332) is actually less than (old scale+results stipends)=Rs. 78,072. But his figures for results stipends are those for 1902-1903. In 1902-1903, 16 annas in the rupee were paid. In previous years much less, 8 annas, 6 annas, 5 annas if I remember right. If averages for five years were taken, I don't believe the results stipends would work out to as much as Rs. 10,000 instead of the 18,000 given by the Director. The new scale then without results stipends would, instead of being slightly less liberal than the old with stipends, be slightly more liberal.

8. Unfortunately the proposition statement is at the press, and I can't go through the figures again; but, as far as I remember, only three or four personal allowances

would be required in the Northern Circle, *e.g.*, one for the headmaster, Suryaraopétta, who gets Rs. 30 *plus* results stipends on the old scale and would get Rs. 30 without them on the new.

9. Submitted that, as results stipends would presumably be paid at As. 16 in the future, Government would gain Rs. 2,740 per annum [subject to accidental variations due to redistribution of teachers] by substituting the new scale for (old scale and results stipends); while the teachers can't complain because, taking the average of what they have actually earned in results stipends in the last few years, they probably profit by some 5,000 rupees (or nearly Rs. 10 each) per annum; and besides have better prospects as the new scale provides more highly-paid posts.

There is one point to be remembered that the Government do not guarantee the *rates* of results stipends. These are entirely in the discretion of the Government.

G. S. F[ORBES].

III. European or Eurasian headmistresses.

10. What the Director says about the education of caste Hindu girls being neglected in favour of the education of Native Christian girls, I have heard said by natives at Cocanada; but don't feel sure those natives would prefer a European or Eurasian headmistress at the Suryaraopétta school (as proposed by the Director) to a respectable Brahmin fairly advanced in years. The reason that the Suryaraopétta school does not flourish is not, as far as I know, that there is no headmistress on Rs. 50; but that a large number of Cocanada Brahmins live at Ramarowpetta, 2 miles off, and say it is too far to send their girls.

What they prefer is a European or Eurasian to a non-caste native teacher.

G. S. F[ORBES].

11. Submitted that if the Government is disposed to reconsider it at all, the matter of the eight European or Eurasian headmistresses proposed requires further enquiry: the respective Collectors might be asked to report.

This is desirable.

H. D. TAYLOR.

12. Meanwhile an order consolidating the three schemes may issue; and the Government of India be addressed as soon as the Accountant-General sends in the proposition statement for the Southern Circle.

A. GALLETTI—10-5-04.

I have little to add to Mr. Galletti's note in which I concur—

(i) As to the appointment of—or power to appoint (for the Director of Public Instruction would not apparently *reserve* these appointments exclusively for European or Eurasian mistresses) European or Eurasian mistresses in eight schools, with a personal allowance of Rs. 20 + ½ * results stipend, it is fairly clear that, having reference to the strong views held by Dr. Bourne, European or Eurasian mistresses will in fact be appointed to all these posts, unless some limitation is placed on the discretion of the Director of Public Instruction. It might be desirable to allow the appointment of such mistresses, with the allowance of Rs. 20, only on special grounds, each case to be approved of by Government on its merits, and clear proof given that there is no native lady qualified to hold the post.

* Not a half, but *plus a results stipend* calculated at 50 per cent. of the results *grants* earned by the school?

G. S. F[ORBES].

(ii) I do not think that Dr. Bourne has shown sufficient reason for reconsidering the question of the grants of results stipends, which he now advocates at 50 per cent. of the full rates, in any case. His figures are based on one year (an exceptional year), instead of an average of five years. His only sound argument is that many teachers who formerly by the aid of these stipends qualified for superior service will now have no means of doing so. The intention of Government was, I submit, clearly to fix the scale of salaries and to do away with fluctuations.

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(iii) As to the salaries of men-teachers, it is submitted that the pay should be fixed according to the condition of the market. Women-teachers who are more suitable to these schools than men, are more * difficult to procure. Hence they should receive higher pay and higher inducements. There is no fear of the supply of men-teachers falling off below the required minimum, even if the old scale without stipends be adopted.

* May be, but women are much cheaper than men?

G. S. [FORBES].

In regard to the case of *men-teachers* who are on the *present permanent* establishment, some consideration appears to be necessary. As Mr. Galletti points out there is no real loss to them if the new scale be adopted, though it has been ordered that the new scale should not apply but that they should be given personal allowances. The Director of Public Instruction objects to the latter system as cumbrous, but it is observed that the difficulty will be only temporary and will disappear as men retire, or are promoted to a higher scale of pay. The personal allowance if retained, should be fixed with reference to the results of a series of years (say five), and not on a single year in which the full results stipends were paid.

The objection to giving the men-teachers on the old staff the enhanced rates of fixed pay is that they would have a claim to promotion at the enhanced rates of pay also, whereas their personal allowance would be absorbed on promotion. It is submitted that the primary objects of the new scheme are—

(*a*) to fix expenditure instead of allowing it to fluctuate,

(*b*) to encourage women-teachers, and to get rid as soon as it may be practicable of the undesirable element of men-teachers from the girls' schools of the Presidency.

The proposals of the Director of Public Instruction do not further either of these two objects.

H. D. TAYLOR—9-5-04.

EDUCATIONAL DEPARTMENT.

Honourable Member—

The notes placed below were returned by the Hon'ble Mr. Forbes in one of the circulation boxes belonging to the Public department. The Honourable Member has not passed final orders, and the papers connected with the notes are still with him.

Submitted that these may be returned to the Honourable Member.

P. T. THARYAN—30-5-04.

Yes.

H. D. TAYLOR—30-5-04.

Thanks; it got into a Public file, I suppose. I could not make out what had become of it.

G. S. F[ORBES]—31-5-04.

Before disposing of this I asked the Director of Public Instruction to come and talk the matter over: and he has kindly done so. But I must say the questions involved are of great difficulty. I have given them a great deal of consideration and discussed them with the Director of Public Instruction and I will now state the conclusions at which I have arrived.

2. There are three main points—

I. the employment of *Eurasian and European headmistresses* in certain schools;

II. the reservation of *the highest rates of pay for women-teachers*; and

III. the abolition of *results stipends* on introduction of new scale.

3. The first point is—

I. The employment of Eurasian and European mistresses.

Note, dated 21st November 1903, with G.O., No. 598, Educational, dated 4th December 1903.

Mr. Cardew's note of 12th November 1903 with *ibid.*

In November last I assented to the proposal that such mistresses should not be provided because the "education of "native girls . . . . should be based on "the vernacular, and the improvement of "a colloquial knowledge of English among such girls is not an object on which public "money need be spent." It was represented by the Educational Authorities that the main object of the proposal to provide such teachers was the improvement of the English of the pupils.

4. At that time, so far as I can make out, this was the only ground substantially put forward by the Educational Authorities—see Miss Carr's remarks with regard to Cuddalore, Vellore, etc., in the enclosure to Mr. Stuart's letter of 2nd April 1903 printed with G.O., No. 238, Educational, dated 21st May 1903. The question of European and Eurasian teachers was not adverted to in the Government order of 21st May 1903. But when Mr. Stuart reported further in his letter of 4th July 1903 (with G.O., No. 441, dated 14th September 1903) the Secretary had an interview with Miss Carr, the Inspectress, in the course of which she said that the European mistresses were "proposed as a sort of experiment with the view of teaching the girls English."

5. With only this view of the matter before them Government were thus clearly bound in the interests of economy to disallow the European and Eurasian mistresses proposed, and accordingly the Government orders of 14th September 1903 and of 4th December 1903 did disallow them.

6. Dr. Bourne now however asks reconsideration of this decision on entirely different grounds, which seem to me difficult to disclaim. And I must confess that it seems a little strange that they did not occur to any of us in the previous discussions. The reason then for providing European or Eurasian mistresses in certain schools is that in the absence of qualified caste mistresses, the attendance of caste girls can best be secured if the school has a European or Eurasian teacher. It was very clearly pointed out in the Secretary's note of 26th August 1903, paragraph 2 (page 13 of notes with the Government Order of 14th September) that caste people avoid sending their children to be instructed by native christian or non-caste teachers. And it is *caste* children that is our main object to bring to school. Native christians and pariah girls are on the whole very well looked after by the Missionary bodies now; in their case at any rate the teacher difficulty does not arise in the same inexpugnable fashion as in the case of caste girls. It is admitted that qualified caste mistresses are not available (paragraph 2 of same note *ibid*); and the only alternative to the European or Eurasian is the respectable middleaged Brahmin master, and he is not always to be found. I am therefore strongly in favour of Dr. Bourne's proposal to allow the appointment of European or Eurasian headmistresses for the eight schools he mentions at *Cuddalore*, *Vellore*, *Nellore*, *Kunathur*, *Tellicherry*, *Kumbakónam*, *Suriyaraopet* and *Gunnirbid*.

7. Apart from the advantage of securing a good attendance of caste girls at these important centres, there is the further and in the long run more important object to attain, that we may expect these schools to become nurseries for the supply of caste women-teachers. It is the best chance, so far as I can see, of securing such a supply. Once such a supply is established the teacher difficulty will disappear, and we can dispense with the more expensive European. Moreover if we are to establish nurseries for caste teachers, it is highly desirable that in *these* English should be taught or spoken to some extent. In the Secretary's note to which I have already referred the idea seems to be that the supply of caste mistresses would be hastened by giving women-teachers higher salaries than male-teachers in girls' schools. The object was to be secured in that way; but it was not explained where the supply was to come from. I think the plan now proposed is the best way, in the present circumstances of the country, of meeting this difficulty.

8. Of course I recognize that it may not be possible to get caste mistresses for the lower teachers in the schools to be provided with European headmistresses: but the older girls in respect of whom parents are naturally most solicitous will be

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taken by the European or Eurasian headmistress, and for the smaller children we will have to depend generally either on masters or Native Christian mistresses; but we can only do what we can: and I believe that the prestige of having European or Eurasian headmistresses for these schools will do much to make them popular, while the greater energy and powers of organisation and discipline to be expected from a European or Eurasian will serve to make them more efficient.

9. At any rate it seems to me to be *most important* to accede to Dr. Bourne's recommendation and give the proposal a trial. The problem of education in this country does not admit of logical or symmetrical lines.

10. With regard to these headmistresses the next question is the *extra pay*, above the sanctioned scale, which should be given to them. The Director of Public Instruction proposes Rs 20 *plus results stipends*. I will come to the question of *results stipends* later: but I think a pay of Rs. 50 should be quite sufficient to secure a competent European or Eurasian headmistress for the class of school in question. If any *individual* headmistress, now enjoying a results stipend, will be dammified by the new scale, she will draw the difference as a personal allowance, if the existing orders abolishing results stipends are maintained.

11. The next point is:

II. The payment of women teachers at a higher rate than men.

This decision, I venture to think, proceeded on a fallacy. It was argued that the object was to encourage women to qualify as teachers and that female teachers were more difficult to procure than male teachers. Accordingly it was concluded that female teachers must be paid a higher wage. To make the argument valid it must be assumed that a particular money salary has the same value for a woman as for a man. I do not think this can be maintained for a moment. Ten rupees of salary to a woman is worth a great deal more than Rs. 10 to a man. By giving each Rs. 10 we are already holding out larger inducements to the woman, without creating the invidious distinction which every native man in the country could not help feeling and resenting as a sore mortification. The Director writes strongly on the subject in paragraph 4 of his current letter and declares that if the rule were maintained it would have "most deleterious effects upon many schools."

12. I am therefore strongly in favour of levelling up the lowest male teachers to Rs. 10: and assuredly that is a meagre pay for a competent teacher of any kind.

13. *Lastly* there is—

III. The withdrawal of results stipends and the grant of personal allowances.

Owing to the careless drafting of the orders on the Central and Southern Circles, it was not made clear that the personal allowances should have regard to the results stipends previously drawn; but the orders of 29th March 1904 on the Northern Circle put the matter right so far as that circle was concerned, and it may be taken to have been the intention of Government throughout to include the results stipends in the calculation. The Director of Public Instruction may be so informed. This being so the personal allowance should be calculated with reference to the previous fixed pay drawn *plus* the average of the results stipend drawn in the preceding *three* years: the average of five years has been recommended, but I think that may be too long.

14 With regard to Dr. Bourne's proposal to maintain the results stipend, I do not wish to re-open that question. My own view has always inclined to a salary combined of a fixed pay and an allowance dependent on results. I admit the argument against *results grants* pure and simple: but I do not think sufficient consideration has been given to the dangers of the opposite extreme of a fixed salary, a scheme in which the teacher has no intrinsic stimulus to exertion beyond her or his own standard of honest work, while practically the only external check is the Inspector's annual examination. If all Assistant and Sub-inspectors were honest and trustworthy and could be depended upon to report inefficiency in view of the removal of the teacher, well and good, but unfortunately though it is a terrible indictment against an educated class, we know that there is a very considerable proportion of them who are neither straightforward

nor possessed of the requisite strength of character. Moreover the inspectorate is, I believe, insufficient in numbers to test the efficiency of all the schools in the Presidency so as to determine whether teachers are earning their fixed salaries.

15. However, as Government have made a definite pronouncement on the subject of results grants and are not likely to depart from it, I have no wish to raise the question on this reference. Accordingly I am prepared to inform the Director of Public Instruction that the decision respecting results stipends will stand: but that as explained above existing incumbents will not suffer, and that the fixed scale of salaries without such stipends seems quite adequate for teachers newly entertained.

16. I see no particular force in Dr. Bourne's argument that the Rs. 10 posts without results stipends (*vide* paragraph 7 of the current letter) will be inferior service. Teachers must only strive to attain to better-paid posts.

17. The proposition statements will be modified with reference to the final orders that will now be passed.

Office—

Has he no objected? If not the Accountant-General may be asked specifically if he is prepared to do this.

H. D. Taylor—12-9-04.

18. If the Accountant-General, as he appears to be, is prepared to accept the revision of each circle independently without reference to the Secretary of State, I confess I do not see why we need make such reference or indeed raise the question.

19. I understand it is not proposed in any case to introduce the revision till the beginning of the new financial year.

G. S. F[orbes]—9-9-04.

Yes, sir, when the proposition statement for the Southern Circle passed through him—*vide* linked file. He did not object to the reorganization of the schools in the Central and Northern Circles which have therefore been sanctioned by G.Os., No. 724, Financial, dated 7th November 1903, and No. 269, Financial, dated 6th April 1904.

P. T. Tharyan—12-9-04.

Honourable Member—

With reference to paragraph 18 of the above note, please see paragraph 2 in Accountant-General's note, dated 14th May 1904, under which he states that the sanction of the Secretary of State is necessary.

H. D. Taylor—12-9-04.

Very well: I had not seen the Accountant-General's latest note. The Secretary of State will have to be addressed when the points on the above note are finally settled. The file must go to His Excellency as points in certain Government Orders have to be reconsidered.

G. S. F[orbes]—12-9-04.

Circulated to His Excellency the Governor.

H. D. Taylor—12-9-04.

The question really is what amount of money is Government prepared to spend in the prosecution of an ideal that has not yet become practical. I remember asking the late Director what fruits he expected out of his caste girls' schools and when, and he said they might begin to show in the next generation. I would not be slack or niggardly over trying to solve this problem if I could find excuse or reason. There has been a school in Madras for training mistresses for many years past, but I believe it has been barren for our present purpose. The difficulty, however, is over the taught rather than over the teachers: and I have seen and heard of nothing so far that makes for the education of caste girls that have reached the age of puberty except private tuition or select class tuition. That is a field into which Government cannot enter though it might assist or foster by giving rewards on examinations held.

A | 2. I am without any information as to results from the Maharani of Mysore's school; many years ago I remember hearing it spoken of with contempt so far as education was concerned and as only the exhibition of a hobby and a great extravagance.

12

608/10

3. If the broad lines that "something" must be done for female education and that for want of better understanding we can only go on experimenting be accepted, then an additional expenditure of half a lakh can hardly be regarded as anything out of the way when recent grants for education and the total female population concerned are had regard to.

4. As for European or Eurasian teachers I don't think that their use in attracting caste girls to school was forgotten. The main question was were Europeans available at the figure. That didn't seem probable. As for Eurasians so-called or self-styled I hardly think that they would be regarded as in the same category as Europeans for giving instruction to caste girls and I foresaw only the probability of the employment of Eurasians to the exclusion of caste instructresses and the payment of them in excess of their value while, when introduced, they would block the way for caste headmistresses. Half-caste instructors for male youth are under different conditions altogether in Government institutions: they have to be accepted by youth and the parents. Does any purely native institution employ them?

B

5. At the back of it of course was the feeling that caste girls' removal from school occurring at so early an age a high class or highly paid teacher was not required for teaching purposes though she might have her justification in the better control of the staff under her.

6. As for schools provided with such headmistresses becoming nurseries for caste women teachers I can hardly see how that will come about. In our own country women teachers are generally those that are untrammelled by family ties or duties, and caste implies the very opposite while the undertaking of the family life at 11 or 12 is naturally the most effective block possible to any education beyond household duty. At the present day except among barren married women and childless widows, I cannot see how any supply of consequence can be looked for.

However, I will not oppose the experiment nor the salary suggested.

II. The matter of high salaries probably attracting womankind to the teaching profession is, again, theory and opinion. The ultimate intention was to oust the male element in girls' schools, and this on the theory we were proceeding upon would be a very excellent thing. This question disappears if no early supply is possible and I shall not dispute the Director's view of the present necessity and expediency.

III. On the question of making the teacher's salary depend in part on results, the Honourable Member cannot fail to see how his remarks founded on an untrustworthy inspectorate tell equally when the work is one of examining for results grants. The matter, however, is not a small one and as he apparently thinks it should be reopened this had better be done for I am not bigoted in opinion. Hon'ble Mr. Stokes will find the points summarised on page 8 of these notes.

I particularly dislike the grant of personal allowances and would be glad to see the necessity for them removed; but I cannot recognize any propriety in paying an inefficient or incompetent teacher more than his or her market value, because he or she has been overpaid in the past, and I think the salaries of offices in these girls' schools should be regulated by the ordinary rules and should take no account of individual losses when reorganization of the present kind is in consideration.

J. T[homson]—18-9-04.

Please gather* any information available with reference to points **A** and **B** as marked in His Excellency's note. While this is being done the file will be circulated to the Hon'ble Mr. Stokes.

* Being done.

P. T. Tharyan—20-9-04.

H. D. Taylor—20-9-04.

Telephonic message from the Hon'ble Mr. Stokes, C.S.I., I.C.S., to the Secretary to Government, Educational Department, dated 22nd September 1904.

What girls' schools Miss Carr and the other Government Inspectresses examined for results grants and whether such examinations are held in any girls' schools by the ordinary male Assistant Inspectors.

Please note the information if available from administration report or other sources. If not obtain by telegram from the Director of Public Instruction.

H. D. TAYLOR—22-9-04.

Please see statement (39) on page 74 of Volume II, Public Instruction Report for 1902–1903. Miss Carr examined 110 schools and colleges, Miss Arnold 104 and Miss Gow 86, but it cannot be said that all these were examined for results grants—colleges and high schools were not—as they are aided on the salary system.

As there are separate inspecting agencies for boys and girls' schools, it does not appear that male Assistant Inspectors examine any girls' schools, but we have no other authority for basing a statement on.

A telegram may be sent to the Director:—

Please wire what girls' schools each Inspectress examined for results grants in 1903–1904. Are such examinations of girls' schools held by any male Assistant Inspectors.

P. T. THARYAN—22-9-04.

Issue telegram.

A. GALLETTI—23-9-04.

[Telegram No. 86, dated 23rd September 1904.]

Submitted to the Hon'ble Mr. Stokes, C.S.I.

2. No information is available in the office as to the number of girls' schools inspected for results grants by male Assistant Inspectors. I believe that considerable amount of inspection work was done by Mr. Janakiramayya, but am not certain on this point. Information will be furnished on receipt from the Director.

H. D. TAYLOR—26-9-04.

There are several minor points raised in the Director's letter on which it is not necessary for me to touch. On two of the main points discussed in Hon'ble Mr. Forbes' note His Excellency and Hon'ble Mr. Forbes are agreed and I quite agree with their conclusions. It is on the question whether salary *plus* results stipends is a desirable system that His Excellency wishes for my opinion. Some years ago opinion was strong in favour of results stipends. It was recognised that the system afforded an immense stimulus to the teacher but it was not then recognised so plainly as it is now that the stimulus urged him in a wrong direction. My impression is that the results stipend system is entirely condemned by the best educational authorities in England and has been then abandoned because it leads to cram instead of education and to the neglect of the stupid boys. No doubt results grants act in the same way but they do not act directly on the teacher in the vast majority of instances but on the manager of the school, and their influence being indirect is not so harmful. What the Hon'ble Mr. Forbes says of the Inspectorate is possibly true but I think his fears are somewhat exaggerated, but I do not think in the special case of girls' schools his arguments altogether apply. My impression is that girls' schools are examined for grants only by the Inspectresses and Assistant Inspectresses. I asked the office for information on the point but in the papers now put with the file it replies that it does not appear that male Assistant Inspectors examine any girls' schools. If so, the inspecting agency is quite reliable. The Secretary however says that a considerable amount of work was done by one male Assistant Inspector. However I do not think it worth while to detain the papers in order to settle the point as in my opinion results stipends are not a desirable method of paying teachers having regard to the best interests of education. The Director's argument that the system of results stipends render the financial position of a school less uncertain is entitled to weight if true but I cannot see how it can have the effect he claims for it. It renders the

When I wrote this I had not seen the references quoted on page 8 of the notes.

G. S[TOKES].

In this I was only repeating what the Director pointed out to me.

G. S. F[ORBES].

manager's position more comfortable because under it his liabilities vary to a great extent with his receipts, but it must lead to a more or less unsound financial management of the school. The Director's argument that under the new scale of salaries the teachers will lose is disposed of by the Assistant Secretary's note. I am altogether in favour of doing away with results stipends.

G. S[TOKES]—26-9-04.

The further information received from the Director of Public Instruction may now be added to the file.

H. D. TAYLOR—27-9-04.

From the Director of Public Instruction, dated 26th September 1904.

The telegram received from the Director of Public Instruction has been added to the current file. The Director says that male Assistant Inspectors do not conduct the examination of girls' schools. This is so far correct, but at times male Sub-Assistants are appointed to act for Assistant Inspectresses and they have then to conduct the examination of girls' schools. The case of M.R.Ry. Janakiramayya mentioned by the Secretary is an instance in point.

2. The examination of primary schools is however conducted mainly by *Sub*-Assistant Inspectors. Three out of the six *Sub*-Assistants are males, and all the six together examined 495 girls' schools for *grants* in 1902–1903 (page 5 of Volume II of the Public Instruction report for 1902–1903).

3. As regards point **A** in His Excellency's note on page 14, all the information we have about the Maharani's College at Mysore will be found on pages 27 and 28 of Volume II of the University calendar for 1903–1904.

4. As to the point at **B** on page 15, many years ago Pachaiyappa's College—then high school—had Mr. Lovery as its Headmaster. Even now a few purely native institutions have Eurasian masters. There is one in the Maharaja's College at Trivandrum—Mr. LaBouchardierre. The Headmaster of the Tinnevelly Native College, Mr. Winckler, is a Eurasian; the Maharaja's College, Mysore, has a Eurasian, Mr. A. E. Adolphus, as its Professor of English.

These, however, seem to be only exceptions.

P. T. THARYAN—27-9-04.

A. GALLETTI—27-9-04.

Recirculated.

H. D. TAYLOR—28-9-04.

I think a draft letter be put on this first before circulation.

2. I recognize that whatever we do, we are more or less groping in the dark.

3. As to result stipends question—paragraph III of His Excellency's note—I quite saw that objection lay to that mode of payment on grounds similar to those applicable to payment by result grants, pure and simple; but I accepted it as a halfway house between salaries and results grants, in which the evils would be probably less manifest. With regard to my remarks about the untrustworthiness of the inspectorate, I was going on what Dr. Bourne had mentioned to me in conversation. My remarks however apply most to the Sub-inspectors who deal with boys' schools, and are not of the same force in the case of girls' schools, which I now see from the Secretary's notes of 27th instant are examined by the female Inspectors. I am quite willing to drop my suggestion of results stipends and adhere to the original orders as to salaries. I am further quite prepared to assent to the last portion of His Excellency's note.

Since I wrote the above the report on the Mysore Maharani's College has been sent me. Paragraph 33, page 10 *et seq.* deals with the college, and chapter VII, paragraph 69 *et seq.*, page 19 *et seq.*, deals with female education generally in Mysore. The results of the examinations at the public schools, at which there are 5,000 Brahman girls and 5,000 other "high caste" Hindu girls, are not so very disappointing as 34 passed the Lower Secondary examination (ten with English as the language

and twenty-four with a vernacular)—see paragraph 72 *ibid*. Girls who pass this examination should be suitable as teachers. The Maharani's College is a caste girls' institution of a higher stamp than the public schools with B.A., F.A., and Matriculation classes and is not educationally a success. The only satisfactory feature in connection with the present subject was the keenness with which Hindu widows are taking to education. There were 28 widows at the institution, and it is remarked "very rarely has a widow pupil to be urged to greater diligence." Perhaps it might be worth Dr. Bourne's while to inquire whether any would suit for schools in Madras.

4. In all probability in the future caste widows will be the main source of supply of teachers for girls' schools; and meantime European or Eurasian (true Eurasian) mistresses must, I think, be provided for the more important schools, to which caste widows should be attracted in view of their being educated as teachers. It is hopeless to make any way with female education without caste or European mistresses.

I think so too.

J. T[HOMSON].

Now please put up a draft for approval.

G. S. F[ORBES]—28-9-04.

Please draft accordingly.

H. D. TAYLOR—30-9-04.

The draft placed below is submitted for approval. If approved it may be forwarded to Financial for acceptance.

P. T. THARYAN—30-9-04.

As to last sentence of draft, His Excellency's opinion, accepted by the Hon'ble Mr. Forbes, is that the ordinary rule should apply. The ordinary rule is Civil Service Regulations, 158, expressing a general principle but leaving it to the local Government to make exceptions, at the request of the person affected, in cases of real hardship. Would it not be better to say that Civil Service Regulations, 158, will apply than to say that personal allowances will in no case be given? Why should Government bind themselves? Please see also the linked file containing draft to India: India might dispute the maxim that in a reorganization no account should be taken of individual losses, stated nakedly and without reservation.

A. GALLETTI—1-10-04.

Civil Service Regulations, 158, does not specifically refer to personal allowances, as such. It merely provides for the retention of the old scale of pay, with the sanction of the local Government.

2. His Excellency the Governor's remarks on page 15 of the notes strongly deprecate the grant of personal allowances *as such*, but refer in this connection to "incompetent teachers who have been overpaid in the past", and would allow the ordinary rules, under which the special sanction of Government is necessary for the retention of the old scale in any particular case, to stand.

3. Reference to this point may therefore be omitted in paragraph 7 of the draft to India, the only necessity for referring to it is that the personal allowances are sanctioned in the case of *all* teachers adversely affected under paragraphs 3 of G.O., No. 203, Educational, dated 29th March 1904 (Northern Circle).

4. Paragraph 3 of G.O., No. 598, Educational, dated 4th December 1903, leaves the grant of such allowances discretionary for the Southern Circle, but paragraph (2) of G.O., No. 441, Educational, dated 14th September 1903, again expressly enjoins the grant of these allowances for the Central circle. If these orders are to be communicated to India then some remark stating that certain paragraphs have been cancelled seems necessary.

No need to communicate our Government orders to India: we have simply to explain the case and state what we want.

G. S. F[ORBES].

H. D. TAYLOR—1-10-04.

608/12

I. The draft Government order I have passed: though I fear the Director of Public Instruction will come up again insisting that Rs. 50 is too little for a European teacher.

II. The letter * to India is written in quite a wrong tone. A Government ought not to write like a schoolboy to a master explaining this change and that change of opinion in a deprecatory tone. We have to explain clearly the schemes as FINALLY settled by us: and put with the letter complete proposition statements, and don't ask India to look at one Government order for one proposition statement to another Government order for another, and then to refer to a separate proposition statement for a third circle.

* Letter No. 643, Educational, dated 22nd October 1904.

Before I finish the revision of the draft letter to India I want to know more clearly what are the "*higher rates of pay*" which are to be reserved for qualified *mistresses*.

I have understood this all along to refer to the Rs. 10 *minimum* rate of pay. What other varying rates of pay are supposed to be affected by the *general* declaration put in the draft and how are they to be worked? Is it intended that all through the scales, if an *unqualified* mistress is retained, she won't get the new rates?

G. S. F[ORBES]—2-10-04.

D I do not quite understand whether the Honourable Member means that the Government order may issue. The issue of orders is a matter of urgency as the Director of Public Instruction has been called on to submit proposals for utilising the current budget provision. The information called for by Honourable Member in respect of the linked file † is under preparation and will be furnished when the file is returned with orders as to the issue of the Government order.

† G.O., No. 642-43, Educational, dated 22nd October 1904.

The Government order may issue.

G. S. F[ORBES].

H. D. TAYLOR—3-10-04.

Yes. Please circulate the draft Government order to His Excellency the Governor.

G. S. F[ORBES]—4-10-04.

Please type as revised for circulation to His Excellency the Governor.

H. D. TAYLOR—4-10-04.

A typed copy is submitted.

P. T. THARYAN—4-10-04.

To His Excellency the Governor—

H. D. TAYLOR—4-10-04.

Initialled.

J. T[HOMSON]—5-10-04.

Issue.

H. D. TAYLOR—6-10-04.

Submitted that the draft may be shown to Financial before issue. Please see note at Z on page 36. They may be asked to return it very urgently.

P. T. THARYAN—6-10-04.

A. GALLETTI—6-10-04.

To the Financial Department.

FINANCIAL DEPARTMENT.

The extra cost involved in the proposal to employ European or Eurasian head mistresses in the eight Government girls' schools (Cuddalore, Vellore, etc.), is Rs. 160 *per mensem* or Rs. 1,920 *per annum*. The charge during the current year will be met from the budget grant for 1904-1905 under 22. EDUCATION.

Vide portion marked **D** in Secretary's note, dated 3rd October 1904, on page 19 *supra*.

The draft may, it is submitted, be accepted.

V. GOPALAKRISHNA AIYAR—7-10-04.

C. M. SCHMIDT—7-10-04.

Accepted.

M. HAMMICK—7-10-04.

To the Educational Department.

EDUCATIONAL DEPARTMENT.

Now issue.

H. D. TAYLOR—7-10-04.

[G.O., No. 608, Educational, dated 7th October 1904.]

Stock Form No. 127
2,000—12-2-03.

15

Educational (1904) Department.

Edl 608 7-10-04

608/13

CURRENT No. 809

From

[*Name*] The Hon'ble Mr. A. G. Bourne, D.Sc., F.R.S.,

[*Designation*] Director of Public Instruction,

[*Station*] Madras.

C. No. 3859 of 1904

Dated 29th APRIL 1904.

Enclosures

Received 190 .

Registered 3-5- 1904.

SUBJECT.

Suggesting certain modifications in the orders relating to the reorganization of the Government Girls' Schools.

BACK PAPERS.

FURTHER PAPERS.

2

To

The Secretary to Government,

Educational Department.

Sir,

With reference to Mr. Cardew's D.O.No.39, dated 8th March 1904, I have the honour to submit the following remarks upon the schmes for the re-organization of the Government Girls' Schools.

G.O.N° 441 Edl. dated 14 Sept. '03
" 598 4 Dec. '03
N° 203 29 March '04

The Government orders quoted in the margin have placed these schools in the three circles upon nearly the same footing.

The scheme as sanctioned

(1) does not provide in any case for a European or Eurasian headmistress.

(2) reserves the highest rates of pay for women teachers.

(3) provides that salaries under the new scale shall not be supplemented by results stipends.

(4) provides for personal allowances for teachers adversely affected by the new scale. The orders with regard to the Central and Southern Circles state that these are to be equal in amount to the difference between the old pay and the new pay and that for the Northern Circle that they are to be equal in amount to the difference between the old pay plus the results stipends and the new pay. This distinction was I presume, unintentional and the intention of Government expressed in the order for the Northern Circle.

40

410

Edn/14

From the pencil note in the margin on page 38 I do not quite understand whether the Hon'ble means that the G.O may issue. The issue of orders is a matter of urgency as D.P.I has been called on to submit proposals for utilising the current Budget provision. The information called for by Hon. Member in respect of the linked files is under preparation and will be furnished when the file is returned with orders as to the issue of the G.O.

H.S.M.
3.10.04

D

[Kept back.]
3/10/4

Resp. may issue
S/E

Yes. Please issue. the Draft G.O. to the H.E. the Governor

S/E 4/10

Plain type as revised for circulation to H.E. the Governor.

H.S.M.
4.10.04.

A typed copy is submitted.

Pd
4/10/4

G.O. to H.E. the Governor

H.S.M.
4.10.04.

Issued
6.10.04

41

Submitted that ~~this subway~~ the draft may be shown to Financial before issue. Please see note at Z on page 36. They may be asked to return it very urgently.

Fin[l] w.o
16.10.4

Pay 6/1074

FINANCIAL DEPARTMENT

CS

The extra cost involved in the proposal to employ European or Eurasian head mistresses in the eight ~~Govt~~ girls' schools (Cuddalore, Vellore &c.) is Rs. 160 p.m. or Rs. 1,920 per annum. The charge during the current year will be met from the budget grant for 1904-05 under 22. Education.

The draft memo it is subd, be accepted.

Dy.
7.10.04.

Chf S.
7.x.04

Accepted
W. Ox
7

Educl Dept (ao)

Now issue.
7.10.04

[Go. no 608 dated 7th October 1904.]

The Go. has issued with reference to the 4th para note on page 39 ibid submitted that the intention was that "all through the scales, if an unqualified mistress [or master] is retained, she [or he] will get the new rates". Please see para 2 of the note on page 13 of the note connected

Financial
6.10.04

Educational Department.

Read C. No. 809, from the D.P.I., No. 3859, dated 29th April 1904.
1706, " 26th September "
1726 " 27th " "

I.D.P

ORDER: no. 608 d 7-10-04
P.S.

In the circumstances now stated by the Director His Excellency the Governor in Council is pleased to sanction the employment of European or Eurasian head mistresses in the eight schools noted in the margin and to fix their pay at ₹450 each per mensem. No results stipends will be paid in addition to this pay. In the case of the schools at Kanathur, Tellicherry and Kumbakonam the revised pay will be provided in the proposition statement for the reorganization of the Girls' schools in the southern circle now before Government. In the case of the other schools the Director should submit the necessary proposition statements.

Cuddalore	Tellicherry
Vellore	Kumbakonam
Nellore	Suryaraopet
Kanathur	Gunnairhead

2. The Government are also pleased to withdraw the reservation for women teachers of the higher rates of pay provided in the schemes of reorganization sanctioned or approved by them, and to place all teachers whether male or female on the same footing as regards pay.

3. Finally, with regard to the question of the payment of result stipends in addition to the revised

salaries

6 118

608/16

salaries, the Government adhere to the decision that when the new scales of salaries take effect, no results stipends over and above them shall be paid to any of the teachers. They are however pleased to direct that the cases of teachers adversely affected will be governed by the rules.

Para.3 of G.O. No.203 Edl., dated 29th March 1904 and para.1(2) of G.O. No.441 Edl., dated 14th September 1903 are hereby cancelled.

P.T.T.
30-9-04.

A.G.
1-10-04.

H.D.T.
1-10-04.

G.S.F.
1-10-04.

Scan Desp 22/12/14

To
The DPI
" AG.
" Finl Departt.

Desps 8/1/14