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[Despatch Abstract.]

Grant-in-aid

Forwarding the proposals of the DPI for the distribution of grants in lieu of results grants, & requesting him to convene a conference of Educationists to consider his remaining proposals with regard to changes in the grant-in-aid system, & to report the results to Govt:-

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Government {1905} of Madras.

EDUCATIONAL.

Read. } 1905. *Enclosures*

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ORIGINAL

G.O., No. 373, 3rd June 1905.

JUNE.

Grant-in-aid.

Approving the proposals of the Director of Public Instruction for the distribution of grants in lieu of results grants, and requesting him to convene a Conference of Educationists for considering his remaining proposals with regard to changes in the grant-in-aid system and to report the result to Government.

GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—the following paper:—

From the Hon'ble Mr. A. G. BOURNE, D.Sc., F.R.S., Director of Public Instruction, Madras, to the Secretary to Government, Educational Department, C. No. 3460, dated 12th April 1905.

I have the honour to submit the following remarks and proposals with regard to the grant-in-aid system.

2. The nomenclature in regard to schools for general education adopted in the present Code is naturally that now laid down in the Educational rules. The following grades of institution are referred to:—Colleges, Upper secondary schools, Lower secondary schools and Primary schools. Reference is also made to the fourth and higher standards on the one hand and to lower primary standards on the other.

When speaking of the future with regard to grants-in-aid, I now refer only to colleges, English schools and rural schools.

Whether or to what extent the college should be distinct from any school department must be a matter for subsequent consideration. Under the term "college," I herein refer only to the college department.

The term "English school" might possibly be replaced by some better term, but I use it for the present in order to denominate the class of school which carries education—it may be from its commencement—up to the school final stage, or has for its main object the laying of the foundation of such education. I want to differentiate a new class of school for which the term "rural school" would doubtless appeal to the public. It is not a very satisfactory term as there well may be rural schools even in our most distinctly urban areas. These rural schools should be treated with an elasticity very undesirable in the case of English schools. They would work under a curriculum laid down in the vaguest terms compatible with the retention of some sort of control in regard to it. The more highly developed of them might upon these lines reach the present lower secondary stage, that is to say, offer an eight years' course, while on the other hand the majority would provide for the lower standards only.

The question of correlating the terms here used with those of the Educational rules may be taken up later.

A certain number of scholarships may be offered to the best pupils in rural schools to enable them to continue their education in English schools, providing of course for their entry into such schools at a suitably low stage.

These matters do not bear directly upon the grant-in-aid system, but it has been necessary to refer to them here in order to make clear what follows.

3. I deal in the first place more particularly with the results grant system and its replacement.

4. The schools at present in receipt of results grants are all upon the temporary section of the general school list, that is to say, they do not completely fulfil the conditions of recognition.

5. They vary in grade from those which contain the infant, 1st, 2nd or 3rd standards only, up to complete Lower secondary schools.

6. Some are under Board or Municipal management, others under Mission management, a certain number under private Native management, but a very large number, probably about 7,000, are what are often termed "results" schools in a more restricted sense of the term and are really managed by the teacher.

7. They may be schools for boys or schools for girls. Some of them are schools for special classes. Special regulations exist if the school or any of its pupils fall under any one of the following heads:—

Night schools.
Schools for backward classes.
Schools in backward localities.
Poor schools.
Poor Europeans.
Poor Natives.
Poor pupils in poor schools.
Blind or deaf or dumb children.
European pupils in schools situated in Hill tracts.
European pupils other than those specially provided for.
Non-European boys in schools situated in Hill tracts.
Muhammadans including Mappillas.
Mappillas in certain taluks.
Muhammadan boys (other than Mappillas in certain taluks).
Khonds and Savaras.

8. The grants are payable from Provincial or Local funds. The source depends upon whether the school is for boys or for girls, whether the pupil is a boy or a girl irrespective of the fact that the school is specially intended for boys or for girls, whether the school is intended for certain classes or whether the pupil belongs to certain classes, whether the standard is the third or lower or on the other hand higher than the third, whether the school is inside or outside a Municipal area with special exceptions in so far as Madras and the Agency tracts are concerned, these exceptions depending in turn upon the standard and the class of the community and even the existence or otherwise of poverty.

9. The grants are awarded upon the results of an examination, at certain rates known as the standard scale, being so much per pupil, according to the standard on the one hand and the subject upon the other with special rates in the cases enumerated above, with the reservation that the examination is to be of the class as a whole in certain subjects and of individual pupils in others and with the offer of an additional lump merit grant under certain conditions with all the possibilities of complication as to the source from which this latter should be paid.

10. Nor is this all, there are financial limits to the total amount of grant payable to which I refer later. There is a possibility of transferring a surplus from schools aided under another system to schools aided under this system, with again reservations as to the source from which that surplus accrued, and lastly there is the system under which some portion of a teacher's emoluments may be some proportion of the grant earned—the result stipend system.

11. The above considerations affect results grants; there are besides the other systems under which grants for teaching are given and the grants given for other purposes.

12. It is, I think, little wonder that the Code has been termed indigestible matter, and that there is difficulty in the preparation of the annual returns and of the various budget estimates, estimates for provincial payments, for local payments, for provincial subsidy to assist local payments, especially when it is borne in mind that the totals with regard to these statements are based upon figures supplied in regard to about 20,000 schools by a large number of officers, many of whom have never digested the Code. It is also little wonder that inspecting officers find that office work seriously interferes with their main function, namely, that of inspection.

13. It is not necessary that I should attempt to investigate in detail now the development of such a Code. It is acknowledged on all hands that it will be well to simplify it. Its most striking feature to my mind is that it has allowed the principle

laid down at page 414 of the Education Commission Report, viz., "It is an important element in the grant-in-aid system that part of the expense of the aided institution should be provided by its managers from resources of their own," to be completely lost sight of in the case of so many schools.

I see little harm *per se* in the system of financing a number of schools without directly assuming the management but to do so under the same rules of a code as those which lay down the conditions of aid to other schools where private resources are forthcoming must lead to complications.

14. It has been decided that the results grant system shall be abolished, not with the object of securing simplification but on account of the demoralizing tendencies which have been encouraged by the practice of assessing grants to aided schools upon the results shown by examination (Indian Educational Policy, paragraph 12). I desire, however, to make an endeavour at the same time to get rid of some of the complications. Complicated rules afford no guarantee that money will not be wasted, it will always be impossible to spend all the money available to the best advantage but the present system wastes also much of the time of all the inspecting officers of the department.

15. To turn now to the "results" schools as defined above, in the large majority of these schools the teacher (who may or may not have one or more assistants) is the so-called manager, he gets what he can in the way of fees, these often taking the form of food or annual presents and his only other source of income from the school is the grant. It frequently happens that he obtains a little money by keeping accounts, reading the sastras or acting as Postmaster or that he has a little land. He often starts a school at the request of one or two of the richer people in the village for the sake of their children, other children being taken for the sake of the grant they may earn.

16. The grant in a very large number of these schools where there is only one teacher amounts to something between Rs. 30 and Rs. 80 a year. Speaking generally if it fell below Rs. 30 the teacher would probably move to another village or renounce the profession, while on the other hand about Rs. 70 or Rs. 80 is very commonly the maximum which has been fixed under rule 79 (the reference is here, and throughout, to the Code for 1904-1905) of the Grant-in-aid Code. This maximum or the "net cost" as it is usually termed is fixed at the conference of inspecting officers held under rule 73. The amount of this "net cost" has been a very important matter as there has undoubtedly been a tendency to award grant up to this limit, and also in many cases to raise this limit for the following year to enable a school to receive a grant as large as it is likely to earn. I do not mean to imply for one moment that there has been any intention on the part of inspecting officers to evade the provisions of the Code, but it is clearly extremely difficult to judge the capabilities of an infant or pupil in any of the lower standards especially in an examination lasting for a few minutes only; allowances are probably moreover often made for nervousness and fright on the part of the children. I have myself been present at some of these results grants examinations and am satisfied that with the best intentions an inspecting officer would often feel that he would only be doing justice to the teacher by setting such a standard as to allow him to secure grant up to the "net cost" limit. So much attention is paid to the fixing of the limit that it has in some quarters come to be looked upon as about the suitable amount of the grant or on the other hand as a limit to be fixed with reference to the grant likely to be earned. Examination of the results grants list shows of course many cases in which there has obviously been great inefficiency and the grant falls below the limit. I have only dwelt upon the matter in order to show that the results grant system in the past has not been to a great extent exactly what one would have imagined from a consideration of the rules of the Code and in particular of rule 90, wherein the standard scale of grants is laid down but has depended very largely upon the "net cost" limit.

17. Rule 88 has generally led to all the pupils presented in the subjects therein mentioned earning grants. It has had to be all or none; the inspecting officer would not like to make it the latter unless the class were very bad. This rule also has had its effect therefore in making the grant to some extent a fixed sum.

18. To return to the fixing of the "net cost" limit, rule 79 lays down that "in schools in which the staff receives no fixed salaries the cost of it shall be calculated with reference to local circumstances and to the qualifications of the teachers. The income from fees shall be calculated in accordance with the provisions of the fee regulations." The expression "local circumstances" does not define much. The clause with regard to the fee income is practically inoperative; these schools are vernacular schools wherein under the regulations the levying of fees is left to the controlling authority. The rule for fixing the cost has therefore been vague in the extreme and has led to great variations of practice in different divisions or even ranges, for the Sub-Assistant Inspector's or even the Supervisor's calculations have been usually accepted.

19. The above considerations seem to me to make it clear that a new system of apportioning the grant available can be introduced without any great upheaval of the existing practice. It must be further borne in mind that we shall have to deal for the present with the same schools and the same teachers. No great change either financial or educational can be brought about at once. The financial position of the department on the one hand and of each school on the other must not be altered other than in a gradual manner. While preventing such alteration the aim must be to develop the better schools by giving them more funds and to starve the worse ones gradually as they can be replaced by something better, the funds set free by the one process being made available for the other.

20. It is impossible to foretell without elaborate calculations what the financial effect of any entirely new set of rules would be. I therefore propose to start with the old distribution and alter it gradually. This will serve to determine the survival of the fittest of the existing schools. This is of course a temporary measure. Some of the schools now aided by means of results grants will become English schools in the sense of paragraph 2; the remainder will become "rural" schools and of these some will eventually be aided upon the system proposed in paragraph 31; some will be taken over under public management and the teacher or teachers paid as proposed in paragraph 34.

21. I suggest that—

The aid to all schools hitherto aided by means of results grants shall continue to take the form of an annual grant at any rate so long as they remain upon the temporary list or become rural schools.

The amount allotted to these schools shall be fixed for the present with reference to the amounts previously paid in the shape of results grants.

A share of the total amount available from provincial funds together with the amount allotted by the local bodies concerned in each case shall be allotted by the Director to each Assistant Inspector's Division, similar suitable arrangements being made in the case of girls' schools.

Every manager who desires to have his school aided during the following year shall forward before the 1st July an application in the prescribed form to the Sub-Assistant Inspector.

Early in September each Assistant Inspector shall hold a conference of the Sub-Assistant Inspectors to scrutinize the applications and make a provisional distribution of the amount allotted.

In January or early in February when the inspections for the previous calendar year have been completed similar conferences shall be held at which the final distribution of the allotment shall be made. Some of the grants will then be reduced for inefficiency brought to light by inspections during the year and the amount by which the grants provisionally agreed upon are so reduced will then be available for enhancing the grants to the better schools.

22. The basis of the provisional distribution of the allotment for this year may be the grants actually paid last year and this scheme can be introduced at once. I may be left to deal specially with "results" schools admitted to aid for the first time this year.

23. I should alter rule 93 and embody the essential provisions of rules 65, 66 67, 68 and 69 and make it run as follows :—

Rule 93, *Section G—Alteration in the amount of grant.*—The Director may, on the report of the inspecting officer, after enquiry, withhold, reduce, or suspend the grant, and take such other measures as the occasion may appear to him to demand, in cases where there has been falsification of the registers or misrepresentation regarding fees and attendance, or violation of any of the conditions of recognition and aid or other fraud or irregularity. The inspecting officers assembled at the conference in January or February may also reduce the grant to a school by not more than 25 per cent. of the amount originally allotted for defects in organisation, discipline, instruction, supervision, and accommodation, also on account of a falling-off in the average daily attendance, a diminution in the number of school meetings, an undue shortening of the school day or the amount thereof devoted to secular instruction, the presence of pupils unprotected from small-pox or an insufficiency of funds. Intimation shall be given to the manager at the time of payment of the reasons for the reduction of the grant. They may on the other hand increase the grant by not more than 25 per cent. of the amount originally allotted for any improvement in the standard of efficiency more especially for an increase in the attendance and the introduction of any methods of teaching calculated to train the children's faculties and powers of observation, proper attention to physical exercises and generally any attempt to fit the children for their position in life.

24. I have dealt so far with schools already in receipt of aid and with the schools from which the class of "rural" schools is to be evolved. For rural schools to be opened hereafter some method of provisionally fixing the initial amount of the grant must be determined upon. This amount should be fixed by the inspecting officers at the conference in September.

25. A number of schools to be opened will, I hope, be Board or Municipal schools for the aiding of which the ordinary Grant-in-Aid Code need not, I think, provide. In any case they may be put upon a separate footing and may together with the question of results stipends be more conveniently dealt with subsequently.

26. Of the remainder some will doubtless be under Mission management, the majority will not.

27. If rural education is to spread, the fees must be very low and are unlikely ever to be sufficient for the entire support of the school, but it is, I think, desirable that some portion of the funds required in aided schools should come from Mission or other private funds. There are many Mission schools even in which this is not the case at present, there are many more in which the amount provided is very small.

28. Assuming that this policy is approved as it always has been in theory, although to some extent lost sight of in practice, it is necessary to devise a system of aid which will secure the best use for the purposes of secular education of the money available and will not at the same time allow Mission or other managers to relieve themselves of the financial responsibility which they ought to bear if they wish to have schools under their own management. They are and I think rightly and naturally anxious to secure the largest amount from public funds that Government is willing to allot and which the Code allows.

29. One system would be that the aid given should bear some proportion to the private funds actually provided and spent, but experience has shown that this introduces enormous difficulties in connection with accounts, and I cannot recommend it in the case of the very numerous rural schools although it may continue to be adopted in the case of other schools.

30. The difficulty of laying down rules which can be enforced and cannot be taken advantage of is so great that I am inclined to put the offer of aid in very definite terms, but to make that aid depend upon the simplest possible conditions and to fix the amount so that it will not serve in practice to actually finance the school.

31. I propose that a new rural school opened with the previous sanction of the Inspector provided that he is satisfied as to the need for such a school in the locality and that it will comply with the Educational rules to be framed for such schools may be brought upon the aided list if funds are available. The amount will be fixed annually and will depend partly upon the qualifications of the teacher (I mean so much for a trained primary teacher, so much for one untrained, etc.) and partly upon the number of pupils in attendance, while the whole amount may be enhanced or reduced from year to year under the provisions of rule 93. In so far as this is of the nature of a salary grant, it gets rid of the objectionable feature of its being made dependent upon the amount paid by the manager; in so far as it is a capitation grant, it will be a direct incentive to add to the number of pupils. The rules provide for the maximum number of pupils per teacher. It will probably be also necessary to indicate a minimum. The actual rates need further consideration, calculation and consultation with a certain number of managers, and I shall suggest them if the principle is adopted. The capitation grant would be larger in the case of pupils belonging to certain specified classes than in ordinary cases.

32. I have referred above to new rural schools under Mission or other corporate management which receive private financial support without which the grant will be insufficient for their maintenance. New English schools to be aided under the Code may be brought as hitherto on to the fixed grant list.

33. It would appear necessary upon the other hand to continue to finance a large number of schools which are not under Mission or indeed any corporate management, as additional funds are not forthcoming from any other source. They will be rural schools. It is, however, clear that there can be in such cases no question of a grant-in-aid as there is nothing to aid, and this anomaly, one of the most striking under the present system, should be faced and dealt with. We should, I think, only bring a school on to the aided list when it is clear that private funds are forthcoming and not offer more than will suffice to aid such funds. All other new schools should be under public management, and it has to be decided whether that should be Government or Local or, in Municipal areas, Municipal. This is however a distinct question.

34. At present wherever a teacher or would-be teacher settles he can open a result school, or wherever a supervisor or other inspecting officer thinks a new school is needed he looks out for such a teacher, introduces him so to speak to the villagers and the school is opened. Such schools have frequently but an ephemeral existence. As I have said before, it is called an aided school but in reality the fees and the grant form the only source of income. It will, I think, in future be desirable to pay such a teacher a salary and practically put the school under Board or other public management. The better of the existing results schools under teacher management might be gradually taken over in this way. In such schools a small capitation and merit stipend might take the place of the present results stipend with a view to increase the attendance within, of course, defined limits. It will probably also be desirable to allow the teacher to take the fees which as at present will consist largely of presents in kind. The salary and stipends will take the place of the present grant and we shall be able in this way to pay these teachers as much as other managers do when utilizing their own funds along with the grant-in-aid. I shall later on draw up some simple rules for the management of such schools. The rules under which the stipends are given will of course have nothing to do with the Grant-in-Aid Code. What I now propose for the consideration of Government is that aid should be restricted to what is really aid, and that schools of the above nature should take the place of schools now financed under the Code.

35. While considering the changes in the system of apportioning grants to the village schools I have considered also the whole working of the Grant-in-Aid Code.

I merely outline here the main alterations I should propose. To work out details might prove such fruitless labour until the main principles have received the approval of Government that I have ventured to leave the scheme so far incomplete.

36. I propose to take out all special reference to European schools in view of the issue of a separate European Code.

37. I propose to assume that some different arrangement will be made in the relation of Provincial revenue to Local funds and shall leave the Code to refer only to aid given to institutions under private management The relation of Provincial to Local and Municipal funds is a separate question, but whatever transfers are made it

is, I think, most desirable to put an end to a system whereby public funds are applied in aid of other public funds under the same code of rules which regulate public aid to private funds.

38. The further alterations proposed refer mainly to grants for teaching. I propose to adopt a new classification of these grants depending upon the nature of the institution receiving aid as defined above in paragraph 2.

39. I propose to abolish salary grants in this Code. Almost all the salary grants given are given to Upper secondary schools or Colleges. European schools will be separately dealt with, other Upper secondary schools will doubtless gradually cease to receive grants and the Colleges are and always will be few in number.

When first instituted salary grants doubtless formed a monetary inducement to managers to provide teachers eligible for high rates of grants, but in dealing with colleges this will now be quite unnecessary as the Educational Rules and the Regulations under the University Act will insist upon certain qualifications.

40. In Colleges (and indeed in Upper secondary schools) it has in no case been possible even it had been desirable to give the maximum aid admissible under the Code so that it has only been necessary for a manager to put forward so many teachers as were needed to earn the grant which had been fixed as to its amount upon other considerations. The system seems to me to have been reduced to something in the nature of a farce.

41. I propose that the amount to be given to colleges shall in all cases be fixed by Government after taking to account all the circumstances in each case. This will give without much opposition somewhat greater power in the fixing of the amount and there can no longer be any idea that what is given is less than that which has been promised. This idea although not really justified by the present Code is nevertheless prevalent in some quarters. This procedure will also better fit in with any action the University may take on assuming a more detailed control over the working of colleges. Certain general conditions will be laid down in the Code and the appendices as they will be when remodelled will sufficiently provide for detailed information as to financial position, staff and other matters.

42. The policy proposed with regard to Upper secondary schools may be formulated thus :—

Aid will not ordinarily be given to any department of an Upper secondary school or at any rate in its present form.

I am of opinion that it will be well to insist that every Upper secondary school shall in future be complete as to its lower classes and the withdrawal of aid from all departments will check the present system of opening small Upper secondary classes. Such classes are never likely to become efficient. This policy will also help in creating the desired distinction between the rural school and the school in which a foundation for higher education is ordinarily laid.

The grants given at present will be gradually withdrawn.

The amount to be withdrawn will be determined by the Director subject to an appeal to Government.

Due notice will be given of the intention to withdraw any portion of an existing grant. Not more than one-third of the existing grant will ordinarily be withdrawn in any one year unless the maximum limit prescribed in Rule 32 of the existing Code shall have been exceeded.

A manager of an Upper secondary school continuing to draw grant shall not replace any member of the staff by another teacher of lower qualification nor upon less salary. No reduction shall be made in the number or salaries of the existing staff. It will not be necessary to refer to this matter in the Code. Nothing can be definitely settled in regard to Upper secondary schools until the question of the school final certificate is decided. Any sum hitherto paid and continued will naturally come under the heading of a fixed grant.

43. Some such rule as the following may be adopted in regard to special grants for teaching given at present on the salary grant system.

The amount of grants in aid of technical, industrial and art schools, home education classes, superior indigenous schools and of other special forms of teaching grant shall for the present be fixed by the Director after a consideration of all the circumstances of the case. These schools and classes are so few in number, so varied in their objects and needs that it is difficult to frame a single set of rules in regard to them. Special grants for teaching would form a separate budget heading and the equitable distribution of the allotment is after all the only responsibility which rests with the Director in any case.

44. The rates to be laid down in the case of schools for girls and backward or indigent classes will be proposed when the new Code is submitted. They will operate for the most part in rural schools and may take the form of extra capitation grant. The existing rules have led to not infrequent abuses.

There are many cases in which such schools cost no more than any other school. I may give one instance of the abuse of the present system. In a village which I visited a number of girls had been reading in a boys' school and the villagers said they had been quite content with the arrangement. Grants have been paid for these girls under rule 91 (3) (*a*) at rates 75 per cent. higher than those of the standard scale. A teacher who had so far mastered the Grant-in-Aid Code had collected them together and opened a girls' school with them in a house opposite and as this is a backward locality for girls' schools though not for boys' schools will secure under rule 91 (1) grants at 150 per cent. higher than those of the standard scale.

45. Other alterations of importance which are suggested are—

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

The Provincial scholarships are tenable in any institution and the managers may well be left to devote such money as they can afford to giving scholarships under their own rules. Other rules in the Code prevent Provincial funds being affected by this system.

Secondly, I propose to make rules 121 and 129 more stringent. The former I wish to alter and simplify as follows :—

"*Claims of Government.*—In the event of a building, for which a grant has been drawn either under rule 118 or 120 being diverted prior to the lapse of 20 years in the case of the former or of 5 years in the case of the latter from the date of payment of the grant to other than educational purposes approved by the Government, the manager shall refund such portion of the grant as may be determined by Government. The Government may recover the amount by such means as may seem fit."

The altered rule leaves it to Government to decide the amount of grant to be refunded. The contingency is not likely to occur frequently, but when it does occur the existing rule seems likely to end in a dead lock. A case now pending seems likely to be a case in point.

Rule 129 will read as follows :—

"*Claims of the Government.*—In the event of an institution which has received aid under rule 125 or 128 of this chapter being closed within 5 years in the case of the former or within 2 years in the case of the latter from the date on which the grant has been drawn, the Government shall be at liberty to purchase the articles, towards the supply of which the grant was given, at a valuation to be determined by an officer to be deputed by the Government for the purpose."

46. Rule 126 and the words "and public" in rule 4 it is proposed to omit. There is no longer any necessity for such aid, funds are wanted more urgently for more

directly educational purposes and, should Government be willing to devote any money to any special library, it might be done apart from the Code. There are now only two or three libraries in receipt of aid under the Code.

47. I proceed now to summarize the proposals in regard to which I seek the orders of Government. Upon receipt of these I shall submit a draft Code and the other necessary rules.

(1) The abolition of examinations for results grants at once.

(2) The distribution of amounts this year to schools on the results system similar to those distributed last year, enhanced or reduced according to the results of the inspection.

(3) The adoption of a new rule 93 in lieu of other rules concerned. This may be conveniently split up in the draft into various separate rules or clauses.

(4) To distinguish in the method of aid to schools under private management between two classes of schools only—rural schools and ordinary or English schools.

(5) To aid rural schools under private management by means of a staff and capitation grant, the total amount of which will be liable to enhancement or reduction within fixed limits after inspection. The arrangement whereby the alteration will be sanctioned at a conference of inspecting officers will check idiosyncrasies on the part of individual officers.

(6) To aid schools other than rural schools, that is English schools, on the present fixed grant system or a slight modification thereof.

(7) To aid Colleges by means of lump grants, the amount to be fixed by Government.

(8) To employ a number of trained primary teachers, as they become available, in rural schools under some form of public management (preferably Board management), and not to offer sufficient grant to induce them to open schools under their own management. To place such schools on the salary system with the addition of capitation and merit stipends and to allow such teachers to take the fees in addition. Such proposals will be made as to render the total emoluments attractive but reasonable. There will be nothing in the Grant-in-Aid Code about this. A number of existing Board schools may probably be placed upon this system, indeed all such as become rural schools.

(9) To omit all references to European schools from the Code.

(10) To cease to give aid to local bodies under the Code and to submit separate proposals in regard to a new system.

(11) To leave the allotment of special forms of grants for teaching to the Director.

(12) To abolish scholarship grants and apply the money towards giving more provincial scholarships.

(13) To alter the provisions in regard to the repayment of building grants.

(14) To omit public libraries from among the objects of aid.

48. The scheme of grants-in-aid for teaching will eventually be somewhat as follows:—

(i) *Colleges.*—Lump grants based upon the financial position.

(ii) *English schools.*—Fixed grants based upon the financial position.

(iii) *Rural schools.*—Staff and capitation grants made regardless of the actual financial position but fixed as to amount so as to meet only a portion of the net cost.

49. When the general principles have been settled it will devolve upon me to draft a new Code and I should propose to consult the managers of various aided schools at a conference or otherwise. I would however suggest that orders may be passed at once upon the abolition of the results grant system and the adoption of the temporary measures proposed in paragraph 21.

Order—No. 373, Educational, dated 3rd June 1905.

The proposals for the distribution of grants in lieu of results grants contained in paragraphs 21 and 22 of the Director's letter are approved. The Director is requested to convene a Conference of Educationists to consider the remaining proposals at as early a date as may be convenient, and to report the result to Government.

(True Extract.)

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

To the Director of Public Instruction.

Exd. P. Seetharam

8

EDUCATIONAL DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 373, EDUCATIONAL, DATED 3RD JUNE 1905.

[SUBJECT.—*Changes in the Grant-in-Aid Code.*]

From the Director of Public Instruction, No. 3460, *dated* 12*th April* 1905.

I have no books of reference and cannot at once deal with this. The proposals generally seem well thought out, but I am not sure as to paragraph 47 (9) and (10).

H. D. TAYLOR—15-4-05.

The Director's proposals are summarized in paragraph 47 of his letter. They are—

(1) the abolition of examinations for results grants at once. This is necessary under paragraph 12 of the resolution of the Government of India on the Indian Educational Policy—G.O., Nos. 215, 216, dated 6th April 1904. Please see also G.O., No. 458, dated 27th July 1904.

(2) The payment of grants this year to schools hitherto aided on the results system equal in amount as a rule to the grants paid last year, but enhanced or reduced in individual cases according to the results of the inspection. This, it is submitted, follows (1) the abolition of examinations for results grants.

(3) The adoption of a new rule 93 in lieu of other rules concerned, namely, rules 65 to 69. Please see paragraph 23

(4), (5) & (6) To distinguish in the method of aid to schools under private management between two classes of schools only, namely, rural schools and ordinary or English schools. Rural schools under private management being aided by means of a staff and capitation grant, the amount of which will be liable to enhancement or reduction within fixed limits after inspection and other schools being aided on the present fixed grant system or a slight modification thereof. At present the distinction is maintained in a variety of ways—please see rule 91 of the Grant-in-Aid Code for 1904–1905 and paragraph 7 of the Director's letter. The proposals for the future will be found in paragraphs 31 and 32 of the Director's letter.

(7) To aid colleges by means of lump grants, the amount to be fixed by Government. For the detailed proposals under this head—please see paragraph 41 of the letter.

(8) To employ a number of trained primary teachers as they become available in rural schools under some form of public management (preferably Board management) and not to offer sufficient grant to induce them to open schools under their own management. Please see paragraphs 33 and 34 of the letter.

(9) To omit all references to European schools from the Code. The reason assigned is that these schools will be separately dealt with in the Code for European schools, paragraphs 36 and 39. Although, however, a draft Code for European schools was framed by the Government of India and the remarks of this Government —apparently among those of others were asked for and offered so long ago as 1903 (G.O., Nos. 565, 566, dated 19th November 1903), no Code has yet been finally issued. Till such a Code is issued, should not our Grant-in-Aid Code provide for European schools also?

I think it should until definitely superseded by a special Code.

H. D. TAYLOR.

(10) To cease to give aid to local bodies under the Code and to submit separate proposals in regard to a new system—paragraph 37. At present Local Fund and Municipal schools are for the purposes of the Grant-in-Aid Code treated as *private* schools. No alteration in the Code is required to make that Code inapplicable to those

schools. In G.O., No. 255, dated 19th April 1905, the Director has already been asked to consider the question of disapplying the Code to these schools. Local bodies are unable to maintain their schools from their unassisted resources and the Code as it now stands makes them responsible only for boys' education up to a certain standard—rule 6 (ii). All that is required, therefore, is lump grants outside the Code to enable local bodies to maintain their schools. And the separate proposals promised by the Director—for regulating the payment of these grants apparently—may be awaited.

But if such lump grants are given power must be reserved to see that they are properly expended.

H. D. Taylor.

(11) To leave the allotment of special forms of grants for teaching to the Director—please see paragraph 43.

(12) To abolish scholarship grants and apply the money towards giving more Provincial scholarships—please see paragraph 45.

(13) To alter the provisions in regard to the repayment of building grants—please see paragraph 45. Will not the deeds prescribed by Government be sufficient for safeguarding the interests of Government and is there any necessity now for making the rule so stringent as it is proposed to make it? The deed is enforceable.

Pages 5—9 of G.O., No. 160, dated 16th March 1905.

(14) To omit public libraries from among the objects of aid—please see paragraph 46.

2. If the proposals are generally approved the Director may be asked to consult representative managers of aided schools, preferably at a Conference, and draft a new Code for the final approval of Government. Further consideration may be postponed till this draft is received.

P. T. Tharyan—25-4-05.

The classification in the Director's letter—(1) Colleges, (2) English schools, (3) Rural schools—corresponds roughly with the Code classification of schools under (1) the salary grant system, (2) the fixed grant system, (3) the results grant system (see Code, article 5). The distinction between English and rural schools is only the old distinction between schools on the permanent and temporary sections of the general school list under a new name (a particularly infelicitous new name, it is submitted; the Director's *rus* includes *rus in urbe* and many of his rural schools will teach English).

The nomenclature is certainly not very appropriate, but Director of Public Instruction apparently wants to get away from the old classification. He may perhaps find better names when submitting his new Code.

H. D. Taylor.

2. The Director only touches incidentally on certain important matters affecting the Code—payments from both Local and Provincial to private schools, payments from Provincial for Board and Municipal schools—dealt with in a former report; but all through he has his proposals on these matters in mind—for instance in making his present proposal to turn almost the whole class of existing results schools into public schools with salaried teachers in the course of time (paragraph 34) "under some form of public management (preferably Board management)" (paragraph 47 (8)). However, as far as I can see, Government's orders on the former proposals will not affect these.

3. The main proposal here is to do away with two out of the three systems of aid now set out in the Code: the salary grant system and chapter III of the Code; the results grants system and chapter V of the Code to go. Colleges, instead of being aided on the salary grant system, to be aided by fixed grants; English (permanent section) schools to be unaffected and remain on fixed grants; results schools to be dealt with in two ways according as (1) they have a management apart from the teacher, *i.e.*, Mission schools and very few others, or (2) the teacher runs himself, *i.e.*, the majority of results schools; those in class (1) to be placed under a modified fixed grant system; those in class (2) to be converted into public schools under Board and Councils with a teacher on a salary as high as is paid by "other managers when utilizing their own funds along with the grant-in-aid" (current paragraph 34).

4. *Colleges and the salary grant system.*—Submitted that, as the Director says, his salary grant calculations are mostly fudged: this point was brought out clearly in last year's papers on the Christian College appeal for a higher grant (G.O., No. 276, dated 2nd May 1904). Colleges are, as a matter of fact, on a sort of fixed grant system already. The present insincere salary calculations may as well, it is submitted, be done away with, and Chapter III expunged from the Code.

H. D. Taylor.

5. *Schools on the temporary section in which the teacher is his own manager.*—Submitted that, if the Director's proposal is accepted, these schools will be inferior Board schools, in which the teacher is not supplied with a building, furniture, books and cannot earn a pension. The Director seems to think the teacher will continue to get fees and presents from parents. Submitted that the villager may conceivably refuse to subsidise a person who gets, as I understand the teacher would get, a regular monthly salary and whom he will look upon as a Government servant. It is not very clear why the Director does not suggest at once that these results schools should be converted into ordinary Board schools. Is it on the ground that the expense would be too great? There are of course ways of making the villager contribute; (1) compulsory fees for each child paid by the parent, (2) teacher's cess on all lands in the village. (2) might be the beginning of a communal system for villages: the teacher to be a communal servant paid and appointed (certain qualifications being required) by the village munsif in council; and this would be a sort of public management; but I don't know that the Director in speaking vaguely of "some sort of public management" had village community management in mind.

This is getting a little out of depth. The Revenue Department would be invoked to collect the cess?

Certainly the villagers would not collect it themselves for themselves.

If fees are necessary let them be fixed and obligatory for each pupil.

H. D. Taylor.—24-5-05.

6. The above seem to be the important proposals. Early orders must obviously be passed on the proposals for dealing with results-schools, as the grant examination is not to be held again. Submitted that the Director's paragraph 22 may be approved.

H. D. Taylor.

7. The Director touches on a number of other matters connected with the Code, *e.g.*, deletion of Chapters VI and VII, scholarship grants, European school grants. Would it not be better to defer passing orders on these matters till Government have before them the opinion of a conference of officials and outsiders? Are not some of the proposals a little revolutionary? Would not Government prefer to have more opinions and more reasons before going so far as to abolish scholarship grants, to insist on all Upper Secondary schools being complete from the lowest class, to make the building grant rules more severe, etc?

I think the present building grant rules are strict enough. It must be remembered that such grants are optional, and if private managers are not willing to abide by the terms they must do without the grants.

H. D. Taylor.

The addition proposed in the building grant rule (paragraph 45 current) that "the Government may recover the amount by such means as may seem fit," I understand to mean only that Government may recover by deducting from a grant to another school under the same management and that the Director, acting under the rule as representative of Government, may do it without referring to Government. Submitted that such cases should come up to Government. The new rule proposed for the recovery of furniture grants misused, I don't understand at all. Does the Director mean deeds to be executed to the effect of the rule? If not how is any one to be forced to sell furniture to Government at Government's own valuation?

Government sanction the grant, and Government should approve of recoveries for breach of conditions.

H D. Taylor.

Neither do I.

The Director of Public Instruction must work out details if he requires any alteration.

H. D. Taylor.

8. Submitted --

H. D. TAYLOR. | (1) paragraph 22 current may be approved,

H. D. TAYLOR. | (2) abolition of salary-grant system and results-grant system may be approved,

(3) the Director may be asked to hold a conference to consider the revision of the Code and the other matters referred to in this report, the resolutions of the conference to be submitted to Government for orders; revision to wait for these orders; meanwhile the old Code, as far as it is applicable with reference to (2) above, to continue in force.

A. GALLETTI--27-4-05.

For orders.

2. I have nothing to add. The Director's proposals are, except in the matter of abolition of results grants and the substitution of a new system in their place, admittedly incomplete and he asks only for an expression of Government's opinion as to the policy to be adopted in future before he frames a new Code in detail.

3. There are so many interests involved and many of the proposals are of so revolutionary a nature that some outside expression of opinion may be desirable and a conference may, as suggested by Mr. Galletti, be convened to give expression to the opinion of educationists on the subject. This will of course mean further delay, nor will Government be bound by the resolutions of such a conference.

4. The Director of Public Instruction should elaborate in greater detail his proposal to withdraw local bodies from the scope of the Code and give them lump grants instead.

H. D. TAYLOR—27-5-05.

I have seen the Director on this paper.

2. He wants orders *now* as to results grants. His proposals are approved in this regard.

3. On the other matters he will call a conference and consider in the light of the collected opinions.

J. T[HOMSON]—28-5-05.

Draft please.

H. D. TAYLOR—29-5-05.

A draft is placed below for approval.

T. KANAKASUNDARAM PILLAI—30-5-05.

A. GALLETTI—30-5-05.

H. D. TAYLOR—30-5-05.

J. T[HOMSON]—31-5-05.

I approve of the draft order. We shall be leaving a very large measure of discretion to the Education Department and we must be prepared for much public criticism and complaint on that account but I have no hesitation in agreeing with my Honourable Colleague that the proposed new system is sounder and more rational.

A[MPTHILL]—2-6-05.

Issue.

H. D. TAYLOR—3-6-05.

[G.O., No. 373, Educational, dated 3rd June 1905.]

Stock Form No. 135
3,000—6-10-04.

Educational (1905) Department.

10

CURRENT No. 705

From

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

7

[*Designation*] Director of Public Instruction,

[*Station*] Madras.

C. *No.* 3460 of 05, *Received* 15-4- 1905.

Dated 12th April 1905

Enclosures. *Registered* 15-4- 1905.

SUBJECT.

Submitting detailed proposals with regard to changes in the Grant-in-Aid system.

BACK PAPERS.

FURTHER PAPERS.

2

To

The Secretary to Government,

Educational Department.

Sir,

I have the honour to submit the following remarks and proposals with regard to the Grant-in-Aid system.

2. The nomenclature in regard to schools for general education adopted in the present Code is naturally that now laid down in the Educational Rules. The following grades of institution are referred to:--Colleges, Upper Secondary Schools, Lower Secondary schools and Primary schools. Reference is also made to the fourth and higher standards on the one hand and to lower primary standards on the other.

Rule 5. Rule 6 (i) (5).

When speaking of the future with regard to Grants-in-Aid I now refer only to Colleges, English Schools and rural schools.

Whether or to what extent the College should be distinct from any school department must be a matter for subsequent consideration. Under the term "College", I herein refer only to the College Department.

The term "English School" might possibly be replaced by some better term, but I use it for the present in order to denominate the class of school which carries Education--it may be from its commencement-up to the school final stage, or has for its main object the laying of the foundation of such education. I want to differentiate a new class of school for which the term "rural school" would doubtless appeal to the public. It is not a very satisfactory term as there well may be rural schools even in our most distinctly Urban areas. These rural schools should be treated with an elasticity very undesirable in the case of English schools. They would work under a curriculum laid down in the vaguest terms compatible

with

3

[E. 12]

1,000—21-9-05.

EDUCATIONAL DEPARTMENT.

11

Shld. be with to 373 3/6/05

READ AGAIN G.O., No. , dated 190 .

" " " " , " 190 .

READ ALSO:—

C. No. 705, From the D.P.I. , No 3460, dated 12th April 1905.

" " , " " , " , " 190 .

" " , " " , " , " 190 .

ORDER No. , dated 190 .

P.S.

for the distribution of such scholarships as result from the Calendar.

I request that the Director may be requested to convene a conference of Educationists to consider the various proposals at a early a date as may be convenient, and to report the results to Govt.

J. H. Govan

Typed Copy

To The D.P.I.

Typed copy submitted. 7/9/05

The Director's proposals in paragraph 2 of his letter for the abolition of the results Grant system are approved. The remaining proposals and other matters referred to in the Director's letter should be placed before a Conference of educationists for consideration to be convened by the D.P.I. at as early a date as may be convenient.

7.H. 30.5.05

H 30/5/5

[E. 12]
1,000—24-9-04.

4

12 EDUCATIONAL DEPARTMENT

READ AGAIN G.O., No. , dated 190 .

" " " " , " 190 .

READ ALSO:—

C. No. 705 ; From the D. P. I. , No 3460, dated 12. 4. 190 5

" " , " " " , " , " 190 .

" " , " " " , " , " 190 .

ORDER No. 373, dated 3. 6. 190 5.

P.S.

The proposals for the distribution of grants in lieu of results grants contained in paragraphs 21 & 22 of the Director's letter are approved. The Director is requested to convene a Conference of Educationists to consider the remaining proposals at as early a date as may be convenient, and to report the result to Government.

A.G.
30-5-05.

To

The D.P.I.

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EAD AGAIN G.O., No. , DATED
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