[E.]
500—1-8-05.

Educational (1906) Department.

ORDINARY MS.

G.O., No. 723

DATED 10 · 11 · 06

19

INDEXED.

[Despatch Abstract.]

New Educational Rules

Recording papers regarding grants on the salary and resul
system under the —.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

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Office
Please see extract below & put up a short note on the effect of the New G.-in-aid Code & Ed.-Rules on Girls Schools

G.T. 21/7/06

Urgent D.R.

22.7.06

Mad Mail 20/7/06

The New Grant-in-Aid Code.

SIR,—It is evident from the tone of recent communications to your columns that Managers are by no means so well pleased with the new Code as was asserted when it was issued. The simplicity of the Code is, indeed, commendable, but simplicity may be paid for too dearly, and when Managers begin to calculate how their schools will fare when the new provisions come into operation, they are startled by the seriousness of the reduction which in some cases at least is involved.

As your contributor "A. C. C." has pointed out, the new Code seems to go on the assumption that between schools for boys and schools for girls no distinction need be made. If this be the intention of the Department of Education, then the Code is, indeed, revolutionary. Previous Codes have all contained provisions by which well-equipped schools for girls were eligible for fairly liberal grants. Under the salary grant system trained female teachers were eligible for a grant equivalent to half their salary, and when fixed grants were introduced the salary grants thus earned were taken as the basis of calculation, and a percentage added. Grants for supervision were given to boys' and girls' schools alike, but were found specially useful in the case of girls' schools, which were often supervised by European ladies. In cases, too, where such ladies took part in the actual teaching, they were eligible for grants up to half their salaries. But what is the state of matters which the new Code will introduce? Take the case first of all of an elementary school—and the vast majority of girls' schools will be classed as elementary. Every teacher gets Rs. 36. Between a highly trained lady from Europe or a native headmistress whose qualifications and experience entitle her to a high salary on the one hand, and a teacher who first satisfies the requirements of the department, and is satisfied with Rs. 5 a month on the other, no distinction is made. Possibly grants like those hitherto given to European ladies may be included under the "other special form of teaching grants" which Article 44 leaves at the disposal of the Director, but this is by no means certain: and be that as it may, a teacher who under the older Code drew Rs. 25 a month on a salary of Rs. 50, will now get Rs. 3 like the merest tyro. This is certainly very simple, but is it likely to promote efficiency in education? Of grants to supervisors nothing whatever is said. It is true that a possible 25 per cent. increment is promised in cases of special efficiency, but even if this could be counted on, it would not go far to make good the loss. Nor does the capitation grant of As. 8 per child (of which more presently) do much to help the situation. In cases where calculations have been made the reduction in grant which the new Code involves will amount to more than 60 per cent. A school, for example, which draws at present a fixed grant of Rs. 850, will under the new Code be entitled to Rs. 328 (eight teachers at Rs. 36 = Rs. 288 + 80 children in average attendance at 8 As. a head = Rs. 40: total Rs. 328.) Even if it were fortunate enough to secure the 25 per cent. increase, the total would be only Rs. 410, or less than half what is earned at present.

In the case of a school which will now be classed as secondary, it is not so easy to calculate the difference. It must be noted, however, that Art. 32 takes it for granted that in girls' schools as well as in others fees may be collected at standard rates. From the rules regarding fees girls' schools have hitherto been exempt, but there is no trace of any exemption here. If any one imagines that the time has come for collecting fees at standard rates in girls' schools, he is strangely ignorant of the real state of matters. In most cases the amount which the Manager will require to use in making up the difference between fees actually collected and fees at standard rates will leave little enough margin in which an equivalent may be claimed in accordance with Art. 33.

If the loss to other managing bodies is as great as that of the Mission to which I belong—between 50 and 60 per cent. on schools classed as elementary, with a probable loss on the one or two that may be reckoned secondary—the Department will soon be face to face with a problem. Missionary Societies, it must be stated once for all, are not likely to be in a position to make larger grants for female education than they are doing at present. The possible rise in the fee income is hardly appreciable. The nett effect of the Code will thus be to close a number of girl's schools, and to compel Managers to reduce the standard of others, and replace highly qualified teachers by those who fulfil the minimum requirements. Having crushed out or reduced in efficiency a number of schools, how is the Department to do the work they were doing? Non-Mission private schools, even if they can keep their heads above water, are not in the least likely to increase so rapidly as to take the place of those that have been closed. If then the Department is not to be face to face with a great reduction in the number of girls receiving education, it must open a large number of schools of its own. This is open to two objections; first, it will be much more costly, and secondly, it will be opposed to the policy of fostering aided education, which was adopted in 1882 and has not yet been repealed, though often enough ignored.

Whether schools for backward classes will gain or lose under the new Code remains to be seen. Rs. 36 a year will be a gain to some and a loss to others. But for schools which in any way fail to come up to the requirements no provision is made, since for all schools alike the Manager has to declare that he fulfils the "conditions of recognition." What these may be we cannot tell till the new educational rules are published. If they are elastic enough all may be well. But there is one point that must be noticed. The capitation grant is fixed at As. 8 a head irrespective of standard. Now everyone who knows anything of life in the villages, more especially among *panchamas*, knows that it is easy enough to gather an infant class, or even a first standard. The real effort is to get children to remain long enough at school to get any lasting good from their education. But in this effort the teacher gets no encouragement from the Department. A teacher who has 20 pupils, pretty equally divided between the third standard and each of the three lower classes, receives just the same pay as one who has 20 infants, most of whom will never go any further. The same applies to girls' schools. Any one who opens a girls' school, and charges nominal fees, or none at all, can fill his school with infants whose mothers are thankful to be rid of them for a few hours. Great patience and skill are required to induce girls to remain in school even up to the third standard. But of this the new Code takes no cognisance. Again I ask, is this "simplicity" likely to promote the best interests of education?

A number of other points might be dwelt on, such as the increased departmental control which is involved (more especially in the case of First Grade Colleges), the rigidity of the method of passing from an elementary to a secondary school, the implied restrictions regarding the teaching of English, and the virtual abolition of the additional grant for *panchamas*. The various bodies which are in a position to gather up the opinions of Managers—such as the Missionary Council of Aided Education, and the Native Council of Aided Education—will doubtless take steps to bring their views before the Department and the Government. Meanwhile I trust you will let Managers ventilate the subject freely in your columns.

Chingleput, 18th July. J. [illegible] MACLEAN.

Up to the introduction of the fixed grant system in 1899-1900 there was no restriction as to what schools should be aided on the salary and what schools on the results grant system (only the two systems could not coexist in the same school in the same year.) Please see rule 4 (Chapter I of the Code for 1897-98 which remained in force in 1898-99 also under G.O. No.147 Educational dated 5th March 1898. On the introduction of the fixed grant system it was ruled that.

C. ✓

Rule 4, Chapter I. of the Code for 1899-1900 ✓

"The aid given to colleges and upper secondary " schools and to higher class technical, industrial " and art schools shall be on the salary grant " system.

" The aid given to lower secondary and primary " schools admitted to the permanent section of the " general school list and to lower class technical, " industrial and art schools working up to standard " D, shall be on the fixed grant system.

" The aid given to lower secondary and primary " schools admitted to the temporary section of the " general school list shall be on the results grant " system."

2. The maximum fixed grant payable was the full net cost - rule 12, chapter IV, of the Code for 1899-1900 - and on first admission to aid under the fixed grant system the minimum amount of fixed grant payable to a school was not to be less than the average amount of grant received by its Manager during the previous three years - rule 18, chapter IV. There was no provision then for the addition of a percentage as stated by the Reverend Mr. Maclean.

3. Subsequently schools for poor Europeans and for hill tribes on the Nilgiris, training and practising schools, home education classes and superior

Please see
Rule 5 of the Code for
1905-06. para. 2

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Please see Rules of the Code for 1905-06. para. 4.

Please see Rule 63(v) of the Code for 1905-06.

superior indigenous schools were added to the list of schools aided on the salary system and schools admitted to the temporary section of the general school list were declared eligible for aid either under the fixed grant or under the results grant system. It was also laid down that "if in the "opinion of the inspecting officer the results of "the examination in any particular year are excellent, in addition to the grant fixed for the school, "a sum not exceeding 10 per cent. of the grant may "be given." With these alterations the rules of 1899-1900 remained in force till 1905-06 - vide rules 5, 62 and 63 of the Code for 1905-06. These rules were the same for boys as well as for girls.

Rule 3(ii)(1) of the Code for 1899-1900 & 4(ii)(1) of the Code for 1905-06.

4. Grants have also been hitherto payable for Superintendents of groups of schools whether for boys or for girls.

5. The special concessions in favour of girls' schools were

Rule 35 of the Code for 1905-06

Rule 36 (iii) —do—.

Rule 36 (ii) —do—.

Rule 36 IV — do —.

(1) In schools admitted to aid on the salary grant system, grants were payable on behalf of mistresses holding trained teachers certificates at two-thirds of the total salary when employed in remote and backward localities and at half the total salary when employed elsewhere. The latter was also the rate allowed to mistresses educated in non-Indian schools or colleges and to ~~mistresses~~ mistresses holding untrained teachers' certificates & employed in backward localities or poor schools or as superintendents of girls' schools. The rates in boys' schools for general education were not so favourable. Similarly mistresses holding untrained Teachers' certificates & employed elsewhere were eligible for third grants & uncertificated mistresses for fourth grants and these rates were more favourable than ~~those for corresponding~~ teachers in corresponding boys' schools.

(2) The minimum average daily attendance required to render a girls' school eligible for aid under the * salary grant system was 20, for aid under the + fixed grant system was 15 in municipal and 10 in non-municipal areas and for aid under the ⊗ results system was 10 in municipal and 5 in non-municipal areas

* Rule 25 of the Code for 1905-06

+ Rule 45 —do—.

⊗ Rule 65 —do—.

6

areas. The figure was in each case 10 less than for boys' schools except in non-municipal areas where the difference was only 5.

Rule 91 (3) of the code for 1905-06.

(3) The scale of results grants for girls other than Europeans was 75 per cent. higher than the ordinary scale except in Needle-work and Domestic economy, the ordinary scale for the various standards being a graduated scale.

Rule 90 (i).

(a) 6. Under the new Code schools for general education for girls as well as for boys should be either elementary or secondary. Elementary schools which correspond to the old results schools can ordinarily receive only Rs.36 per teacher and as.8 per pupil per year - Rule 15 - but where it is obvious that sufficient funds from other sources are not forthcoming the grant may be increased - last para. of rule 16. For the present however aid to results schools will be allotted with reference to the amounts previously paid in the shape of results grants - footnote (1) on page 1 of the new Code. No minimum average attendance has been fixed for Elementary schools.

(b) ? 7. At present grants to schools hitherto aided on the fixed grant system will, like grants to those aided on the salary grant system, be governed by the rules for secondary schools - footnote (2) on page 1 of the new Code. The minimum average attendance for such schools is 25 - rule 23. The aid will ordinarily be equal in amount to the income guaranteed from endowments, subscriptions, donations and other private sources - Rule 35. The amount may be increased if any additional standard has been opened with the approval of the Department or on account of any other approved increase in expenditure - Rule 35.

8.

8. Grants for home education classes and other special teaching grants which will apparently include grants for Superintendents of groups of schools may be given, the amounts being fixed by the Director - Rule 44.

9. The rules are the same for boys and girls. No distinction has been made in the treatment of these schools. The Director considered in paras. 17 and 18 of his letter on page 4 of G.O. No.356 Edl., dated 21st May 1906, that a higher rate for girls and a graduated capitation grant generally were unnecessary.

D.

Submitted that on this point there is a good deal of force in Mr Maclean's argument. M.

10. In the Reverend Mr. Maclean's letter in the Madras Mail he takes rather an extreme case. It is not likely that a European lady will take part in the teaching of an elementary school. If she does any salary she receives cannot be taken as a reasonable charge on the school which will not require such a highly paid teacher. The same may be said of highly paid native Christian school mistresses also. In higher elementary schools the grants as fixed in the Code may be insufficient but the rules are, as already stated, elastic and more can be given if proper reasons are shown. Besides, as stated in the Code, the rates are only tentative at present - Rule 15.

11. The rules of recognition contained in the existing Educational Rules are the same for boys as well as for girls' schools - whether they are of the most advanced or of the most elementary kind. Girls schools will be mostly 'elementary' schools under the new classification and will under the new chapter II be ~~raks~~ relieved from all but the simplest rules regarding the qualifications of the

Staff

staff, buildings, course of instruction and other matters. At the same time such schools as are of the secondary grade will under chapter IV of the new Educational Rules be given much greater freedom than at present.

12. At present fees in schools for native girls under public management - whether the schools are of the elementary or of a higher grade shall ~~be~~ levied at such rates as may from time to time be sanctioned by the Director - Rule 78, fourth edition. In schools under private management the Managers can levy or not any fees as they like. Under the new rules no fees are leviable from girls in lower elementary schools under public management; while a fixed but very low rate has been introduced for girls in higher elementary schools under public management - rule 84. In secondary schools under public management the rates for native girls shall still be at such rates as may be sanctioned by the Director - rule 102. Fees in elementary schools under private management will be optional while those in secondary schools under public management should be reasonable.

PH
24/7/6

Submitted that the present rules may be given a trial. Modifications can if necessary be introduced after actual experience

2. It is not fair to claim a grant on the salary of a European Zenana lady who takes a class in an elementary school. Presumably she has other interests than education connected with the Mission.

3 The last paragraph of rule 16 of the revised Grant in Aid Code deals with special cases of hardship or insufficiency of funds in the case of elementary schools.

Some risks must be run

4. I think that some force attaches to Rev Mr. Maclean's remarks on the subject of a uniform capitation allowance, as likely to swell the numbers in the infant standards

HM

25.7.08.

The Educatl. Rules when issued will make plain that girls are still treated exceptionally.

26/7

26.7.08.

9

Madras Mail – 27th September 1906

Education Grants in Madras.

THE GRANT-IN-AID CODE.

The Rev. Dr. L. B. Wolff, President of the Mission Conference, Guntur, writes :—Considerable attention has been given to the new Code, issued in May last by the Madras Educational Department. All friends of education have been somewhat alarmed at the suddenness of its issuance and the radical changes to which it gives currency. Not without reason, with the exception of one or two writers, fears, of all degrees, are entertained in regard to it and its practical working. Whether or not there is an attempt to set aside the principles of the Despatch of '54, it is not at present our object to consider. The new Code, as has been pointed out, is a movement in the direction of simplicity and, as with all such schemes, there is considerable danger of overlooking the ends in view in previous Codes. There were in the old Code two prominent ends attained in the grants given, apart from the grants themselves; the one was to encourage the teacher's profession to qualify for their work and all who know anything of education know that this end was secured; the other was to reward the pupil for good work and to encourage the teacher to do good work. It is evident that these two principles have been thrown overboard in the interests of simplicity. If we are to look for the underlying principles of the new Code, beyond its simplicity and its endeavour, as many think, to officialise education and bring it under the Department, it may be hard to point out any outstanding principle worth much to education. It looks very much as if the Government intended to control that on which they bestow very little pecuniary help, and that those who are doing a large part of the work are to have the benefit of inspection and but little else. Now no one will object to the inspection. It must help the school, but it cannot after all give it life. However, we do not wish now to *examine* or *criticise* the new Code so much as to point out its effect on a certain class of schools. Missionaries are deeply interested in its working, as they, in many parts of this Presidency, are carrying on most extensive work among those for whom the Government but recently urged that more should be done. From what follows it would appear that poor schools of a low grade are in no danger of suffering from the working out of the new Code, if there are not too rigid conditions of recognition laid down.

In our Mission as in all others we have village Panchama Schools, running into the hundreds. For our purpose, we have selected those in one division or taluq, to see if possible how this new Code would effect them. The following will be of interest to all. We have taken 31 schools in the Guntur Taluq, whose yearly cost of maintenance is Rs. 1,694, and results grants under the old Code, Rs. 821; the average attendance is 586 and the probable grant under the new Code Rs. 1,447. A word of explanation may be in place. All these schools are among the Panchamas. They generally have a Third Standard, which is weak and perhaps badly taught. This may furnish ground for exercising the official rod, but if two-thirds even were regarded as up to standard to secure recognition, the grant earned according to the new Code would be, with the Capitation grant of 10 annas per pupil, about the same as at present.

Now take another class of schools which our Mission maintains, and let us see how the Code effects them. We take our Hindu Girls' Schools among the better class. Three will be sufficient to show the working of the new Code, namely, three Hindu Girls' Schools in Guntur under a Lady Superintendent, who manages a group of schools in the Mission. The cost of maintenance, not counting the Lady Superintendent's salary, is Rs. 1,882; the fixed grant under the old Code Rs. 570; enrolled pupils number 234; probable average attendance is 180; probable grant under the new Code Rs. 436. In this case the Lady Superintendent draws a salary grant for a group of schools of which these three form a part, and this at least brings the grant of the three up to Rs. 1,150, or about two-thirds of the cost. Any one who has attempted to carry on Girls' Schools will at once understand how difficult the task is to secure regular or any attendance at all. It is a constant struggle. It is evident that this class of schools must grow beautifully less unless our Mission Treasury grows more flush.

We refer to another concrete case, a class of schools found in every Mission, the Girls' Boarding School, in which are trained the future teachers of many of our village schools. The cost of maintenance of the Guntur Boarding School is Rs. 3,757; attendance of enrolled pupils 187; grants, according to the old Code, 1905-06, Rs. 888; probable grant under the new Code, Rs. 405. In this school there is a Lady Missionary and a European Assistant. The school is a Lower Secondary one, but nearly all the teaching is done in Telugu; hence, by the New Code, it must be considered an *Elementary School.* It cannot be said to draw much grant now in comparison with its expenses, but the New Code holds out no encouragement. The cost of the school, given above, does not include food.

One more example of quite a different order of schools in a backward part of the District will furnish food for reflection. The cost of maintenance of the Rentachintala Lower Secondary Boys' School is Rs. 1,662; average attendance 157; results grants Rs. 750; probable grant under the new Code Rs. 350.

This shows in a concrete way how the new Code will work. We may not understand it and many have mistaken some of its provisions; yet it seems on practical grounds to be open to criticism. Space fails to go into this at the present, but it is certain that an equal grant to all teachers in the Elementary Schools, good or bad, is not sound in principle and has in it grave defects. Evidently a few new provisions are needed for Girls' Schools and they must be dealt with more liberally. In mofussil parts little or nothing can be collected as yet in shape of fees in them and they need to be encouraged by liberal help.

Such a school as the last one referred to under the old Code was well off when the Government had money, and earned Rs. 1,200 (grant in 1904.) Even had it been under salary grant it could have made a good showing and would have earned at least half its upkeep.

All we have in mind here is to show the practical side of the question, which is worth more than all the theory that can be brought forward against a Grant-in-Aid Code. We end this as we began; considerable attention needs to be and is being given to the New Code and from all accounts, practical and theoretical, there is abundant ground for all that is being said.

The Rev: Dr. L.B. Wolff's letter on the Grant in aid Code in the Madras Mail of the 27th September 1906

Extract this please and put up the note on how the Code affects girls schools.

H.D.T
28-9-06

Dr. Wolff's letter in the Madras Mail of the 27th instant has been cut out & pasted & is placed below.

The note on how the new Grant in aid Code affects

M. girls schools has been added to the file.

PJ
29/9/06

Thanks.

A separate reference has been made to D.P.I. &c. in accordance with the H'ble's orders

1-10-06

R.R.
Keep till wanted again
1/10/06

Submitted that these notes may now be recorded. The draft placed below is submitted for approval

9/10/06.

Educational Department

To Educ. Secy

Please ask the D.P.I. co. for remarks on A & B in the accompanying extract ~~from~~ of a letter in the Mad Mail

G.F.
29/9

Sent u.o. D.P.I. 4/10/6.

Please draft reply accy.

LOCAL & MUNICIPAL
6-OCT 1906
SECRETARIAT.

Education Grants in Madras.

THE GRANT-IN-AID CODE.

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A

iii

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iv

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~~Hop~~

The accompanying letter from the Madras Mail of 28th inst is forwarded to the D.P.I. no. for early remarks on points "A" & "B" referred to therein.

HDS
1. 10 06

disp
1/10/6

Ed. no. 685-D
1-10-06

Recd in the D's office on 4.10.06.

× Page 4 of G.O. No 356 d/ 21st May 1906. D.

D.P.I. no. U.O. No 51 d/ 4-10-6.

A. The question of fixing a higher rate of teaching grant for elementary schools for girls was considered by Dr. Bourne in para× 17 of his ‡letter C No 9816/5 d/ 7.12.5 proposing the new Code for the acceptance of Govt. He was of opinion that a higher rate need not be proposed until its absence is proved to be a hardship. The new Code will in many cases reduce the grants to elementary schools for girls, but as the rates were carefully calculated so as to distribute among the total number of elementary schools for boys & girls the same amount of aid which they have been receiving from provincial, local & municipal funds taken together, any body such as a mission, which maintains a number of elementary schools of various classes, will as a rule receive about the same total amount of grants as before & will not suffer as a whole. It is not proposed to apply the new scale of grants at once to existing aided elementary schools;

~~5~~ 16

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the process of making their grants approximate to those calculated at Code rates will extend over a year or two & if during that time it is found to be necessary to fix a higher rate for girls' schools it may be done.

B. The question of higher rates for higher standards was also discussed by Dr. Bourne in para 18 of the letter quoted above. The remarks under A apply here also. A mission will not on the whole lose by the new rates, and their introduction will be gradual so that the mission will have time to redistribute their own funds among the individual schools; and if the experiment of uniform rates leads to much hardship a higher rate for the three highest standards may be adopted

D.

So this was a point we specially worked on

D.J.

V.R.
4.10.6

If we take Dr Wolff's figures for his mission - we get the following total result.

				To Mission Loss	To Mission gain
i.	Old Code	821	New Code 1447	.	636
ii		570.	436	134.	
iii		888.	405	483.	
iv.		750	350.	400.	
				1017.	636

Net Loss. Rs 381

A.M.

H.D.B.
6.10.06.

Code for reference - [illegible]

17

are posted to [illegible] on the [illegible]

Keep carefully.

9/11/06

9/10/06

Submitted that the paper may be recorded. Please see drafts submitted.

10/11/06

9/11/06.

10/11/6

[E. / 12]
1,000—2-5-06.

18

Educational DEPARTMENT.

19

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

READ ALSO:—

C. No. , From the , No. , dated 190 .

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