Educational (1897) Department.

ORDINARY MS.

G.O., No. 152

Dated 15-3-97

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12-17

[Despatch Abstract.]

Authorizing the D.P.I. with remarks to have from a Conference constituted as he proposes, for the purpose of considering the expediency of introducing the 'fixed grant' system and any connected questions he may refer to it.

BACK PAPERS.

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

FURTHER PAPERS.

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Educational (1897) Department.

CURRENT No. 277

SECRETARY TO GOVERNMENT * LOCAL & MUNICIPAL DEPARTMENT * 4 MAR 1897

From The Director of Pub. Instruction,
Madras.

To **Orders.**

No. 2193.

As to whether the proposed Committee may be approved.?

Of the two native members given in the list of non-official members Rao Bahadur V. Krishnamachariar is the Registrar of Books & T. Venkatasiva Rao is the gentleman who instituted certain Scholarships for the encouragement of higher education in Northern Circars. — vide G.O. no. 174 Ed. dt. 27th march 96. Both of them are not connected with any Schools & can hardly be said to represent non-Missoin Schools, Rao Bahadur V. Krishnamachariar is a Govt Servant & a Subordinate of the D.P.I. & cannot therefore be said to be a non-official member. A person needs to be selected to represent the interests of certain schools

Dated 3rd March 1897.

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Registered }

Enclosures one

Spare copies ——

SUBJECT.

Grant-in-Aid Code.

Recommending the appointment of a Committee to consider the expediency of introducing the fixed grant system into this Presidency.

4/3/97
G.R. 4/3/97.

BACK PAPERS.

G.O.	No.	Department.	Date.
	605	Ed	30 " 96
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	846	"	24 10 95 Sc
	395	"	16 6 85 Rl

FURTHER PAPERS.

G.O.	No.	Department.	Date.

No. 1442.

PROCEEDINGS OF THE DIRECTOR OF PUBLIC INSTRUCTION, dated 13th February 1897.

Results Grants.

Read the following Proceedings of the Director of Public Instruction, No. 6282, dated 12th June 1896.

In submitting the draft Grant-in-aid Code for 1896–97, the Director recommended certain changes in the Results Chapter of the Code for the following reasons :—

The "assignment" system, which has superseded the "estimate" system as regards the distribution of allotments for results grants among individual institutions, has been in force since 1st April 1894. It has, no doubt, decided advantages over its predecessor and is in accordance with the recommendations of the Education Commission. But the fixing of an assignment to individual schools before the grant examination has been found from experience to possess two disadvantages. Firstly, managers who expected to earn the full amount assigned to their schools by presenting pupils under certain standards have exhibited, naturally enough, a tendency to neglect the teaching of the other standards as they have no pecuniary interest in the results of those standards. The efficiency of instruction in primary and lower secondary schools will be impaired if this tendency is allowed to grow unchecked. The second and more serious disadvantage is the hardship caused to efficient schools earning grants over and above the assignment. Suppose, for instance, three schools A, B, C, the net cost of each of which is Rs. 100, are admitted to the list, and with reference to the funds at the disposal of the sanctioning authority a sum of Rs. 50 (being 50 per cent. of the net cost) is allotted to each school. School A is found to earn Rs. 90, school B Rs. 60, and school C Rs. 30. Schools A and B are deprived of part of their earnings, and school C which has obtained the worst results, gets its full earnings. If the sum of Rs. 150 allotted to the three schools were distributed with reference to their earnings after the results of the examination have been known, they would get, respectively, Rs. 75, 50 and 25, which would be a more equitable distribution. While no school would be allowed to get more than its ascertained net cost, every inducement would be held out to managers to work their schools so as to earn as much as possible. The grant examination is now held from July till the close of February, and by commencing the examination in June it will be practicable to close it in January. Under the revised notification recently issued by Government, the Primary Examination will be held in future in the months of November, December and January, and the results will be available by the end of January. The results of the Lower Secondary Examination will also be available by the close of January. It is, therefore, quite possible for the Inspecting officers to fix the assignment for individual schools examined from April to January in the first week of February and also to make their recommendations in the same month regarding schools to be admitted to aid in the ensuing year.

By far the largest amount of results grants of a year is paid in February and March as will be seen from the statement in the margin. To most managers this arrangement would be acceptable, and none would have reason to object to it. It is only during the first year of this arrangement (1896–97) that managers might, if at all, feel the inconvenience of deferred payment; for from 1897–98 they would draw the grant after an interval of twelve months as at present. In the published list of results schools, the standards to be aided and the net cost of each school as finally accepted by the Department would be notified, and the managers might safely calculate that should they earn up to that amount they might get their full earnings, or a fair proportion thereof with reference to the allotment at the disposal of the sanctioning authority.

Months.	1893–94.		1894–95.	
	Ordinary schools.	Local board schools.	Ordinary schools.	Local board schools.
	Rs.	Rs	Rs.	Rs.
April	18,990	3,296	10,086	3,567
May	6,524	5,824	4,276	1,858
June	5,335	3,552	2,669	2,125
July	2,734	1,932	1,609	482
August	1,193	1,479	1,792	1,260
September	4,917	1,037	1,382	1,318
October	7,860	730	5,075	412
November	9,461	537	6,428	971
December	8,561	1,414	12,750	999
January	11,222	2,391	11,426	972
February	8,131	5,523	15,454	2,899
March	54,569	36,400	65,259	43,599
Total ..	1,39,497	64,115	1,38,206	60,462

Note.—Payments in April, May, June and July are arrear payments.

2. With reference to the above suggestions Government observed as follows :—

As has already been remarked, the most important change recommended is that which relates to the distribution of results-grants. The assignment system has been only in force for a short period and the Government, while not feeling convinced as to its suitability, is not prepared to supersede it by fresh arrangements without devoting most careful consideration to the question. The Director will therefore be requested to address Government on the subject in a separate communication, which should detail the practice followed under the estimate and assignment systems, and discuss their comparative merits. Enquiry should also be made as to the systems prevailing in other provinces, the experience gained in which may be of great service in deciding the policy to be pursued in this Presidency. The Government observes further that the Director's present proposals are open to strong objections on the ground that they will leave the distribution of grants altogether in the hands of lowly-paid subordinates, while the Director himself will have little or no time in which to check their recommendations. It appears, moreover, undesirable to commence the examinations in June—one of the hottest months in the year.

The first disadvantage in the present system to which Dr. Duncan alludes might apparently be easily obviated by omitting article 11 of chapter IV and requiring the production for examination of all boys in every school in whatever standards the managers choose, or, if that would involve the examination of too many children, by allowing the managers to send up pupils according to whatever standards they please. As regards the second disadvantage mentioned, the Government does not consider that any hardship will be caused to efficient schools which qualify for a grant in excess of the original assignment, provided that such assignment has been fixed in the first instance with reference to their financial needs. The saving effected by the fact that inefficient schools have not earned their full assignments should lapse to the State or might be utilized for furniture and building grants, which are usually much required, or for results grants to additional schools for which no assignment was originally made.

3. The Directors of Public Instruction, Bengal, Bombay, the North-Western Provinces and the Punjab, have been addressed regarding the system of payments by results as followed in those provinces. But the replies received have not thrown any light on the matter, as the results system is not in force in those Presidencies and Provinces to the extent it has attained in this Presidency.

4. The Government of India has just passed orders on the report of the Select Committee appointed to revise the Code of regulations for European schools. The following extracts from the Committee's report are well worth perusal :—

The "Results" System.—In accordance with the explicit instructions of the Government of India, the method of "payment by results" was that adopted by the previous Committee for

the determination of grants to schools (paragraphs 9 and 21 of their report). This system was then, and had been from the beginning, a characteristic feature of the English 'Revised Code.' But after a time, and with the growth of experience, complaints and objections against the results-system began to be heard both in England and in India. Though it was allowed to have imparted a much-needed stimulus to schools of an inferior class, it was declared to be radically bad, alike for scholars and for teachers. The work of the school had to be done, not so much with the object of imparting a sound education, as with that of making a good show on the examination-day by careful study of the questions which the Inspector was likely to set: in other words, the steady cultivation of the intelligence was neglected in favour of inferior methods adapted to secure the ready production of answers to questions of a certain style. The system, again, allowed no credit for slow or backward scholars, who, though they could not succeed in passing, nevertheless took up in good schools a large share of the teacher's time, or else in bad schools were neglected. Further, the annual examination was necessarily very limited in its range, and the test applied was therefore such as the whole class, dull and clever boys alike, could be expected to satisfy; and thus mediocrity was encouraged. The teachers, knowing how much depended on the chances of the examination, were harassed by anxiety as to the result; and when the time of the Inspector's visit approached, the regular and orderly instruction of the scholars, on sound and accepted methods, gave place in many cases to a period of feverish haste in which they underwent the final cramming for the examination. "The Code," it was declared by a witness before the Royal Commission of 1887, "drives the teacher, and the teacher has in turn to drive the boys;" and the pace was not consistent with healthy progress. "Hurry and worry," in the words of an experienced Indian schoolmaster, were "the watch words of the present system." In short, the Code was condemned because it forced all the teaching into one groove; because it destroyed, or at any rate unduly checked, individuality and variety in the teaching; and above all, because of the over-pressure it tended to create beyond the powers of ordinary boys.

System of Class Examination.—Meanwhile the Government of India had approached the question from another side. Much time, they pointed out in May 1886, was lost in the individual examination of scholars—a method in no way needed to determine whether a school was efficient; and the Local Governments were urged to consider the question of replacing individual by class examinations. Under the latter system, it was considered, the proficiency of a class as a whole, and the character and value of the methods by which it had been taught, could be ascertained by the Inspector, not only with equal certainty, but in a much shorter time and with much less expenditure of labour than the existing system required. The saving of time that would thus result might also make it possible to administer the Code efficiently with a reduced inspecting staff, and thus economy would be secured. The question was discussed by the Conference of Inspectors which met at Mussoorie in May 1887. While admitting that the time of the Inspectors would be economised by the proposed arrangement, they were of opinion that "the method of collective examination fails to attain the most important object of inspection, the improvement of the teaching and the gradual raising of the standard of instruction. A careful individual examination of the scholars is a valuable lesson to the teachers, pointing out the defects in the method of teaching, and showing how to remedy them"—a conclusion which is at variance with our own experience. They also laid stress on the high value attached by parents to the "scholars' registers"—an integral part of the system of individual examination; and this was held to be a bar to the introduction of a system under which those records of the progress of individual scholars could no longer be issued.

The Government of India, however, were not fully satisfied with these reasons, though admitting their general force. In the Resolution of the 13th August 1886, they pointed out that "the general retention of this [the existing] system must lead to delay in the completion of the examination, to extreme variations in the commencement of the period known as the school year, and possibly to a demand for increased inspecting agency and therefore to increased expenditure." They therefore directed that the system of collective examination should be given a trial in one or two of the less important subjects in selected schools.

System of fixed Grants in Bengal.—A departure from the method of individual examination was at length made in the Lower Provinces by the selection of a few schools, whose permanent character was established, for the application of the system of fixed grants. The grant made to each school was equal to the average annual grant earned during the three preceding years, and it was sanctioned for a term of five years, subject to revision at the close of that period. The annual grant was also made conditional upon the Inspectors certifying to the continued efficiency of the school. Any school thus placed on the special list might, with the consent of the department, present all its scholars for examination at the close of the school year. The results of the examination of each scholar would, in such a case, be communicated to the managers, but would not be taken into consideration by the Inspector when reporting on the efficiency of the school; nor would they affect the grant. These provisions were embodied in the Bengal Code as "revised Article 33."

Success of the System.—The results, as regards the five schools placed on the special list, were altogether successful. It was reported to the Government of Bengal in 1893:—"Of the five schools to which the new system has already been applied, two were highly efficient when they

were admitted to the special list; two others, although not so good, were decidedly above the average in merit; the fifth was, and had been ever since the introduction of the Code, a very inferior school. Since the change, the two excellent schools have fully maintained their efficiency; the next two have improved, and are making very satisfactory progress; while the last of the five has completely changed in character, and is now doing very good work. The teachers in all the five schools have expressed their gratitude for the relief from constant anxiety about the grant which the new system has bestowed, and their sense of an increased power of doing good work consequent, partly upon this relief, partly upon the change in the style of examination, and partly upon the freedom which they are now allowed to exercise in the classification of the scholars."

5. On the above subject the Government of India observe—

Articles 27–34.—The conclusion of the Committee is that the system should be generally adopted under which grants to schools declared efficient are given almost exclusively on the attendance and classification of the scholars and are not determined by individual examination. This is the part of their proposals, so much the most important and significant, that it may be well briefly to reproduce in this Resolution the reasons for the change. To use their own words, the Committee condemn the system of payment-by-results on the grounds "that it discouraged the attainment of a high degree of excellence in scholarship, that it ignored the work done by teachers for dull and backward pupils, and that it put forward mediocrity in as large a number of subjects as possible as the highest goal of the teachers' efforts." The system, which the Committee recommend in its place, has been successfully tried in Bengal, and they advise its general adoption for these reasons:—

(1) that the finances of schools are no longer liable to be disorganized by fluctuation in the grant resulting from the chances of the annual examination, but that its amount can be anticipated by the managers from year to year with something like certainty; (2) that the amount of grant is determined by general considerations of the size and proficiency of each school, and therefore bears some fair proportion to its utility and cost; (3) that it leaves the teachers free from anxiety as to the results of a particular examination, and enables them to cultivate the intelligence of the scholars, as well as their memory, by steady adherence throughout the year to those methods of instruction which experience and authority have pronounced to be the best; (4) that it allows fuller scope than is possible under a system of annual examinations by fixed standards, for individual teachers to vary the methods or the subjects of instruction according to the capacity of the scholars and to push forward promising pupils along lines in which they show ability; (5) that it encourages attention being paid to dull and backward scholars, since teachers can now afford to work slowly and thoroughly, making sure of each step before attempting the next; (6) that in Provinces where the Inspector's other duties leave him sufficient time for the purpose, it enables him to substitute frequent and friendly supervision for a single annual examination, thus allowing him to gain a much clearer insight into the condition of each school, and to apply criticism, advice and example to the removal of defects.

The Government of India have given their careful consideration to these arguments, and to all the objections that have been adduced against the change. In their judgment the Committee have established their case. Their arguments are weighty, and the soundness of those arguments has been proved by the experience in Bengal. With the reservation contained in Article 34 to meet the case of schools which, in the opinion of the Local Government, should not be brought under this system of grant-in-aid, this change is therefore heartily approved by the Government of India.

6. The drawbacks of the results system as sketched above are applicable to this Presidency with equal or even greater force. The introduction of the Educational Rules has no doubt tended to reduce the number of adventure and ephemeral results schools, but has not eradicated the evils which seem to be inherent in the working of the results system. Many schools are closed after the grant examination is over, and time and money are thus thrown away. The minute examination work for grant under the present Code and the circuitous and annually-recurring procedure connected with the administration of results grants leave very little time for sound inspection work. The Director thinks that it is high time to make a move in the direction of simplifying inspection and examination work and of economising time, money and labour. But before recommending to Government the appointment of a Committee to consider the whole question in all its bearings, he desires to be furnished, as soon as possible, with the views of the Inspectors of Schools, Inspectresses of Girls' Schools and Assistant Inspectors as to (1) whether a fixed grant for a term of five years might be substituted for annual results grants, subject to the conditions that the school continues to be favourably reported on after the annual or other

inspection or visit, and that the amount of the grant may be reduced for deterioration in efficiency or want of progress; or (2) whether the assignment system should be given a further trial, such changes being made as are necessary to meet the drawbacks noticed by the Director in his letter above referred to. A very early reply is requested.

Read the following extracts in reply to the above Proceedings.

From the Inspector of Schools, Northern Circle, dated Camp, Tuni, 30th June 1896, No. 365-D.

* * * * *

2. First, as regards the assignment system, the assignments to individual schools are now made *before* the grant examination is held, the D and E lists are submitted to the Director for scrutiny and the combined list is then published, after which only certifying memoranda can be issued. From the fact that invariably it has been found impracticable to submit the D and E lists finally and correctly drawn up within the due date, and that consequently the combined list is frequently not published till late in the year, I am of opinion that it would be impossible to fix the assignments *after* the grant examination is over—even though the last day in January be made the latest date for the grant examination—if these have to be checked and passed in the Director's office. Hence it is that Government makes the objection that "the distribution of grants will be left altogether in the hands of lowly-paid subordinates."

At the same time it has to be admitted that the system has its disadvantages and that some remedy is imperatively necessary—

(*a*) The first of these disadvantages, namely, that managers, certain of securing the assignment by the examination of one or two classes, neglect the others, is only to be seen in the case of large well-managed and well-taught schools in large towns and centres. In the village schools where classes are small in number and where the teacher can never be quite certain of securing his grant by the results of one or two classes, this difficulty, I think, is not so much met with, and therefore as regards schools in rural tracts this objection need not be considered at all. As regards schools in the large towns and centres, I have, further on, a suggestion to offer.

(*b*) The second of the disadvantages, namely, the hardship suffered by efficient schools earning grants over and above the assignment, I would point out that, though at first sight it may appear that a school getting the full amount assigned to it suffers no hardship by not getting also a portion of the over-earned grant, it is all the same a real hardship, inasmuch as the net cost of each school is not always calculated upon its actual expenditure and income and because not the total net cost but only a percentage of it is fixed as the assignment.

To remedy this hardship, the proposal is that the assignments be fixed after the grant examination is over, and for this work the months of February and March are to be set apart, grant examination being finished by the end of January. But I would repeat that it is not likely that the results of the Primary and Lower Secondary Examinations will be known early in February, and even if they were, it would be impossible for the inspecting officers to fix the assignments and submit their recommendations to the Director and for the Director to check and sanction the proposals in time for certifying memoranda to be issued and cashed before the 31st March.

3. On the above grounds, therefore, I am of opinion that the proposed remedy would not be found to work successfully.

4. In the second place, as regards the substitution of fixed grants for a period of years instead of annual results grants, the evils of the results-grant system are patent to all who have any practical knowledge of the work of education, but it has the great advantage of being a spur, an incentive to exertion and a guarantee for fair work being done under circumstances and in localities where any other system that I know of would fail to be a success. The evil of it is that the result system is made to be in operation under circumstances and in localities where it has not only ceased to be of practical utility, but is a positive hindrance and a bar to progress.

My opinion is that the fixed grant system should be introduced in all large towns and centres where education has made fair progress, where schools have generally become established, well organized and well officered, and where these schools are under the eye, so to speak, of a discerning public whose opinion and censure would be sufficient incentive and guarantee, and where, too, educational officers would have more frequent opportunities of visiting and guaging the work done. But in village schools in rural tracts isolated and far from contact with educated opinion and influence, the results system is the only one that may be depended upon. In such cases, fixed grants for a term of years would, in consequence of the ignorance, want of foresight, carelessness and indolence of the teachers, mean the ruin and closure of schools.

My suggestion, therefore, is that the two systems be tried side by side—the fixed grant system for all good, established and well-organized schools in large towns and centres, and the results system, according to the assignment plan as it now obtains, for village schools and schools in rural tracts.

* * * * *

6. I have one alternative suggestion to make in regard to the fixing of assignments *after* the grant examinations are over. If the D and E lists showing the net cost of schools, but without assignments, are drawn up and submitted as now, and if, after the grant examinations, the fixing of the assignments be left to the Inspectors and Assistant Inspectors, while the fixed grant system is made at the same time to apply as suggested by me above, I see no reason why this plan should not be adopted. The Inspectors and Assistant Inspectors are men of education and position, and greater trust might be reposed in them than is done now and as, I believe, is done in the other presidencies; and in the record of the D and E lists, the Director has at his command in the "Net cost," which is fixed for each school, the means of checking at any time the assignments made by the Inspectors and Assistant Inspectors—inasmuch as the assignment will never exceed the net cost.

From the Inspector of Schools, Central Circle, dated Bangalore, 27th June 1896, No. 79-GI.

* * * * *

2. I am very glad to see you disapprove of the result-grant system. I have never approved of it. When in Calcutta last year on the Conference of European Inspectors, I strongly advocated the system of fixed grants—see paragraph 8 of the report of the Committee. This system has been in force in Bangalore for years and works very well.

3. I am strongly of opinion that a fixed grant for a term of years might be substituted for annual result grants, subject to the conditions that the school continues to be favourably reported on after the annual inspection and that the amount of grant might be reduced for deterioration in efficiency or want of progress.

4. The details might be worked out by the Committee you propose to appoint.

From the Inspector of Schools, Southern Circle, dated Tanjore, 26th June 1896, No. 271-G.

In the case of all schools which are of five or more than five years' standing and which are taught by teachers having the general education and technical qualifications mentioned in the Educational Rules, and in the case of schools of shorter standing also, provided they are admitted to the permanent section of the general school list, it would be a great advantage to both schools and inspecting officers if a fixed grant for five years were substituted for the present annual grant depending on the results of each year's examination of pupils individually. For other schools I would suggest that grants be passed annually, not on the results of the examination of pupils individually, but on the report of the inspecting officer on the school as a whole. Schools might for this purpose, as well as for the purposes of the five years' fixed grant, be divided into three or four classes and a grant might be fixed for each class. In the

case of schools admitted to a fixed grant for five years, its class is fixed at the beginning of the five years' period and it may continue to receive the grant fixed for that class during that period unless it deteriorates markedly in strength, standard or efficiency in which case it would be reduced to a lower class for the rest of the period.

In the case of schools aided from more than one fund it would be necessary to divide the total grant between the funds in a manner which will have to be decided after mature consideration.

Along with the giving up of the present system of payment by results, the payment of result stipends to masters in board schools will have to cease, and opportunity may be taken, when a change is introduced, of turning them all or almost all of them into aided schools and relieving the subordinate inspecting agency of the heavy administrative work which these schools entail on them at present. I should think a few model schools on the salary system are all that boards need maintain.

From the Inspector of Schools, Western Circle, dated Coimbatore, 10th July 1896, No. 4211.

The fixed payment system would, no doubt, be a good substitute for the system of payment by annual results; but, considering the unstable nature of the great majority of our village schools and the retrenchments that are being effected year after year in the educational allotments by the various local boards and municipalities, I think it would be rash to introduce it on any large scale. I would, therefore, suggest that only those schools in municipal towns and taluk stations that are on the permanent section of the general school list be placed under the fixed payment system. This would mean that the results-grant system would have to be continued and that the two systems would have to be worked side by side; but the system of payment by individual assignment, which has become so very unpopular among managers of well-conducted schools, would have to be given up in favour of the proposal contained in the paragraph of your letter to Government printed at the beginning of the proceedings under reply.

2. I may, however, point out here that there is already in existence in this Presidency a system of payment called the salary-grant system—a system which ensures an efficient teaching staff, good management and consequently good instruction, and which at the same time relieves the inspecting officers of a good deal of examination work. If, therefore, the present rates of salary grants which are too low to be very attractive be raised in the case of primary schools, many a manager will, I am sure, be glad to place his school under this system. Too many systems are likely to lead to complications, and I would, on the whole, prefer the salary-grant system (which we know from experience works well) to the fixed payment system.

From the Acting Inspectress of Girls' Schools, Northern and Central Circles, dated Madras, 23rd June 1896, No. 2789.

Though the fixed grant-in-aid system would help to make the instruction imparted more thorough, still it cannot be a beneficial one to private schools under non-mission management which are generally wanting in efficient staff, building, &c.

2. If some alterations are made in the present rules of the salary system regarding unpassed but experienced teachers, building, furniture, &c., all the schools may be aided on this system and it will work more satisfactorily than the fixed grant-in-aid system.

From the Inspectress of Girls' Schools, Southern and Western Circles, dated 19th June 1896, No. 3512.

* * * * *

2. I fully concur in the opinion expressed in paragraphs 1, 4 and 5 of your proceedings relating to the evils entailed through aiding schools by results grants, and more especially to those resulting from indivi[illegible]mination; I would suggest

a change of system to begin with only in the cases of well-established lower secondary schools, but that the changes should be instituted both with regard to the primary and secondary departments of such schools. I do not think a fixed grant for five years on the conditions suggested would work satisfactorily. If such grants are to be reduced for deterioration, inefficiency or want of progress, there should be a corresponding increase in cases of improvement and advance. On the whole, I am inclined to think that the present salary-grant system is better for lower secondary schools, as it helps to ensure a fair amount of efficiency with regard to staff, and the amount of aid can be fairly proportioned to the expenditure incurred; but I also consider that such grants should be allowed to experienced teachers who have for several years turned out successful work, even although they hold no certificates.

3. For primary schools I would recommend a further trial of the assignment system, provided that some such changes, as those mentioned in paragraph 1 of the proceedings above quoted, are made. With reference to the observations of Government in paragraph 2, I beg to remark that June is not the hottest month in the year in all parts of the Presidency, and that, I think, the work of examination might quite well be begun in that month.

From the Assistant Inspector of Schools, Ganjám-Vizagapatam Division, dated Camp, Palakonda, 23rd July 1896, No. 1-Extra.

* * * * *

3. I fully admit the drawbacks of the results system; but in the present state of the country no better system, I am afraid, can be devised. Some villages do not continuously supply material for schools, and teachers who are strangers to them do not remain there for any length of time continuously. The people in general are not so far advanced as to see the necessity of keeping up a school permanently in a particular locality, and their anxiety for education ceases soon after their children or relations have learnt up to the third or fourth standard, so that a fixed grant for a term of years, if promised under certain conditions, is not likely to succeed well in rural tracts. It may, however, be tried in municipal towns and kaspa stations on schools which have been continuously in existence for more than ten years, which have been more or less satisfactorily worked year after year and which have been recognized permanently under the Madras Educational Rules. This system of grants may, with advantage, be offered also to lower secondary schools working on results system and recognized permanently as such by the Department.

* * * * *

From the Assistant Inspector of Schools, Gódávari-Kistna Division, dated Camp, Ellore, 28th July 1896, C. Dis. No. 73-G.

It is true that the assignment system which has taken the place of the estimate system has produced some discontent among the managers of certain schools who were under the old system making large profits after meeting the cost of maintaining their schools. But as the principle upon which the Grant-in-aid Code was revised becomes well understood by them, they will themselves see that there is no room for complaint. When the assignment for a school is fixed with reference to its net cost and the funds at the disposed of the Department, I do not see why the earnings of a school should be taken into account either by the Department or by the managers in calculating the aid given to it. Nor is it reasonable for any manager to expect further aid when the other schools fail to earn the whole amount assigned to them. Promise of aid to a school is based upon fixed principles which do not vary according as the nature of the work turned out by the remaining schools varies. The results produced by a school should affect its own interests, but not those of the rest. I am, therefore, of opinion that when the fundamental principles of the revised Grant-in-aid Code are properly understood by the managers of all schools, there will not be any more complaints of the kind that are heard at present. It is too early to think of giving up the assignment system altogether now. I however beg to suggest certain alterations in

the system which will tend to lighten the work of the inspecting officers in many respects and leave them more time to be devoted to improve the general administration for which they are primarily responsible and to remove the dissatisfaction that appears to prevail among the result school managers—

(1) Instead of paying fixed grants to some good schools of permanent nature and multiplying the number of systems under which grants are paid, I recommend that schools of all grades that are placed in the permanent section of the general school list be compelled to apply for salary grants, as the points to be considered in paying fixed grants to schools are almost the same as those that are considered when they are recommended for salary grants, viz., (1) the qualifications of the teachers, (2) the number of classes, (3) the strength of each class and (4) the salaries paid to the teachers therein employed. Some schools will no doubt then be at a disadvantage as all the teachers employed in them are not men holding trained or untrained teacher's certificates; for although sufficient time has been allowed the managers to secure the services of qualified teachers, they have not been able to do so, the demand for such men being much greater than the supply available, as the provision made for training young men in the normal schools and colleges is not at all [illegible] supply at least one-tenth of the demand every year. Thus, though managers and inspecting officers have been trying their best to replace unqualified men by qualified teachers, they have not yet been able to do so. I therefore recommend that a concession similar to the one granted in favour of the teachers employed in Panchama schools may be extended to the other schools also, for at least three or four years, and salary grants equal to one-fourth of their salaries be paid to passed men not holding trained or untrained teacher's certificates.

(2) I suggest that instead of publishing the standards to be aided and the net cost of each school, the programmes only of the inspecting officers be published at the beginning of the official year showing the schools admitted to aid and the dates on which they will be examined so that they may be at liberty to examine all the standards presented in all the subjects brought up on the day of examination.

(3) The grant examination of the schools admitted to aid may be commenced in the middle of June and closed by the 15th of February.

(4) The educational conferences may be held before the close of February and the certifying memoranda issued before the 10th of March, additional hands being employed for a fortnight in the offices of the Sub-Assistant and Assistant Inspectors of Schools, all the officers being in one place until the certifying memoranda are issued and countersigned and the programmes for the following year are submitted.

(5) Arrangements may with advantage be made for the payment of the certifying memoranda and bills for result stipends by the sub-treasury officers to the parties concerned as soon as they receive them from the countersigning officers.

(6) Last of all, the unspent balance of the educational allotment may not be considered to lapse at the end of the year but may be added to the allotment for the ensuing year, so that such of the certifying memoranda as remain unpaid before 31st March may be paid even after that date. In fact, this is being done now in several cases. If the Government be pleased to accord its sanction to this proposal, it would only be giving effect to the recommendation made by the Educational Commission as to the formation of what may be called the educational fund.

2. If the above proposals be approved, the examination work would be greatly simplified inasmuch as the inspecting officers will not have to examine the pupils of the schools entered in the permanent section *individually* as they will all receive salary grants. The clerical work now being done in the offices of the Assistant and Sub-Assistant Inspectors will also be considerably diminished as there will be no necessity for publishing the D and E lists and issuing the supplemental certifying memoranda, &c., as at present.

From the Assistant Inspector of Schools, Ceded Districts, dated 19th June 1896, No. 710-D.I.

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2. I should think that as a preliminary step for all such lower secondary schools as have not sought aid on the salary-grant system, a fixed grant may be given, instead of results grants, for a period of five years subject to the conditions mentioned in the Proceedings. If the system is found to work well, it may be introduced so far as upper primary schools in non-backward localities are concerned and then to lower primary schools in the same locality; then to upper primary schools in backward localities, and finally to lower primary schools also.

3. For schools to which the fixed grant system is not to be extended the allotment for results grants should be distributed proportionately to the earnings of each deserving school after the completion of the annual grant examination is over after making adequate provision on behalf of schools for backward classes.

From the Assistant Inspector of Schools, Presidency Division, dated 20th July 1896, No. 590-G.

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1. A general substitution of the fixed for result grant system is not advisable in the present state of primary and lower secondary education in this Presidency. But the fixed grant system may be worked with success in the case of long-standing and efficient schools under suitable restriction.

2. For all other schools the assignment system modified and improved must be continued for some years to come.

3. The majority of primary schools in villages cannot yet be trusted to do their work efficiently without the stimulus supplied by the result-grant system. The condition of board schools in which masters are paid fixed salaries and the incentive to work of payment in proportion to results produced is in some measure absent, goes to prove that the time has not yet come for the substitution generally of the fixed for the result-grant system.

The inspecting agency in the Presidency is very limited compared with the increasing work it has to do. The inspection and examination of schools is therefore necessarily superficial. The hurry and worry to managers and teachers of good and efficient schools caused by the present system is a real evil. The system of fixed grant may therefore be given a trial and has every chance of success in the case of well-conducted schools, the tendency to deterioration when the grant is assured being checked by reduction or withdrawal of grant on the report of inspecting officers.

From the Assistant Inspector of Schools, Arcot Division, dated 23rd July 1896, No. 139.

Though the system of assignment is decidedly superior to the late estimate system in bestowing special treatment on schools for backward classes and in backward parts and in precluding the possibility of some managers making large profits by earning large results grants in favoured localities, it has been almost crippled and rendered ineffective by violent reductions having had to be made in fixing and revising the assignments so as not to exceed the limited allotments which have a tendency of late to be diminished. When the assignment is thus distorted for want of funds, it provides only for the net cost being not exceeded and becomes desultory and capricious in clipping the required amounts suitably to the allotments. It does not seem likely that under such disabilities and disadvantages the assignment system can have a genial growth and produce all the beneficial results it can. I am therefore humbly of opinion that the assignment system may be given up in favour of any other simple mode of fixing remuneration.

2. The best course seems to be to wind up all grant examinations by the middle of February and to fix the grants *at a conference of the inspecting officers* in proportion to the net cost, the actual earnings and the money available. This final adjustment *at a conference of officers*, acting in strict conformity to the rules and regulations of the Department, must be the most efficient one possible.

3. If this be not approved of, fixed grants subject to the limit of net cost and based on the average of the previous three years' earnings and on the average strength may be adopted. Though the examination with reference to each boy may not be necessary for awarding the fixed grant, yet it seems very desirable and expedient that there should be a detailed examination according to an approved standard for declaring the percentage of passes.

4. With regard to efficient schools newly started and new schools for backward classes and in backward localities, it would be necessary to fix an annual grant for the *first* year and it can be simplified by such schools being made to begin with one of the four classes, say, Rs. 15, Rs. 20, Rs. 25 and Rs. 30 according to their strength and status and the efficiency of the teaching staff.

5. In conclusion, I beg to submit that under the fixed grant system, the number of schools would necessarily be low, but this would be compensated for by simplicity of working, stability and efficiency, and what is lost in quantity would be gained in quality.

From the Assistant Inspector of Schools, Tanjore-Trichinopoly Division, dated 1st July 1896, No. 5060.

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2. As regards the first proposal, namely, whether a fixed grant for a term of five years might be substituted for annual results grants, I consider it a very wholesome departure from the present system in the case of well-conducted and long-standing schools such as we find in large municipal towns. These schools are the very institutions that now suffer owing to the assignment system. In most cases they do not get more than 50 or 75 per cent. of the grants they earn and hence there is a tendency for deterioration in the efficiency of such schools. With little exertion on the part of the teachers and with bringing up the compulsory subjects alone these schools are able to get the amount assigned. If a fixed grant equal to the average amount assigned for a term of years be given to such schools, on the condition that the amount may be reduced for any deterioration in efficiency or want of progress, the deterioration consequent on the assignment system will be counteracted. Inspecting officers will be saved a great deal of time and labour and schools will derive all the advantages enumerated in paragraph 5 of the Proceedings.

3. Many a manager will be glad to place his primary school on the salary-grant system, but for the fact that the grants so obtained fall short of the amount assigned. In case provision is made in the Grant-in-aid Code, giving special rates of grants under the salary system to primary schools many well-conducted schools may be placed on the salary system. In case, therefore, the system of fixed grant be given up I would suggest that the necessary modification be made in the Grant-in-aid Code to enable managers of primary schools to get an amount equal to the assignment on the salary system.

4. As regards the continuance of assignment system with such changes as are necessary for its better working I think that the system is beset with many difficulties

(*a*) in finding out the real net cost of a school considering that many a manager does not give the real figures in the C form;

(*b*) in fixing the assignment with reference to probable earnings that it is hardly worth our while to give it a further trial. The grand principle underlying the system, viz., that no manager should be allowed to trade in schools, and that no school should get more than a certain percentage of its net cost, may be borne in mind in the distribution of grants on whatever system and, if this is done, I do not see why the assignment system in its present form should be retained.

From the Acting Assistant Inspector of Schools, Madura-Tinnevelly Division, dated 24th July 1896, No. 4431.

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2. While admitting some of the advantages of the lump grant system over the system of payment by results pointed out by the Select Committee appointed by the Government of India, I am of opinion that the system cannot be introduced into this Presidency, to a large extent owing to the ephemeral and inferior charactor of the majority of schools. * * *

3. As an initial step, however, I would recommend the introduction of the system into such of the schools as have been in existence for the last five years consecutively and have been in an efficient condition, the minimum standard of efficiency being made to depend upon the earning of a minimum sum of Rs. 50 in the shape of results grants during those years. All the efficient lower secondary schools and large primary schools recognised under the Educational Rules would thus be brought under the fixed grant system. The grant is to be continued so long as the schools continued to be favourably reported on by the inspecting officer and it is to be curtailed or withdrawn according to the nature of each case for unfavourable reports as to their condition and efficiency. The only disadvantage that might be anticipatod under this system is the tendency that it might create in managers to neglect and remove dull and unpromising boys from school and to have a fair number of good boys at the time of the inspecting officer's visit so as to show a good result at the examination and thereby satisfy him. But the removal of a boy means the loss of so much school-fee to the manager and it is not therefore likely to be freely resorted to and no importance need be attached to this apprehension.

4. As regards other schools I am of opinion that the assignment system must continue if primary education should make any advance and reach backward classes and backward localities. * * *

5. I am for the adoption of the lump grant system in favour of well-conducted schools of a permanent character and for the continuance of the result-grant system in the case of other schools. Even this arrangement would give a great relief to the inspecting officer, more especially to the Assistant Inspector, who has to examine for grant a large number of lower secondary schools. Their examination strictly according to the curriculum laid down in the Educational Rules takes up a deal of his valuable time which could be better utilized in devising means to improve the internal management and efficiency of schools and in supervising the work of subordinate inspecting officers more efficiently than at present. The fixed grant system may of course be gradually extended to such other schools also as continue to do satisfactory work and prove themselves worthy of the support by their efficiency and steady character. But it will be years before the system of payment by results is done away with altogether in this Presidency, if steady progress is to be aimed at. * * *

From the Assistant Inspector of Schools, Coimbatore Division, dated 25th June 1896, No. 3837.

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5. As the result-grant system is almost confined to primary schools, it is these institutions that would be affected by the proposed substitution.

6. The fixed grant system where it may be introduced, presupposes—

(1) the assured stability of the school;
(2) regular attendance;
(3) efficient management from without;
(4) a teaching staff able and willing to adapt instruction to the real end of education;
(5) reliable accounts of school;
(6) an inspecting officer that is able and willing "to apply criticism, advice and example" and would do his duty by the school with firmness and tact.

7. Only a small number of primary schools under private management are under management other than that of the teachers themselves. These are generally the mission schools, even there loose is the supervision exercised by the distant missionary in nominal charge. The greater number of primary schools are managed by

the teachers themselves and their stability depends upon the amount of support they receive from the public. The statistics of year after year show that a large proportion of primary schools in the rural tracts come and go like mushroom growth. Many are the circumstances that go to ensure the stability of a school in a village—the presence of a few influential people interested in education and with children to educate, the absence of faction in the village that might lead to the opening of a rival school and the depletion of the one already in existence, the schoolmaster's popularity and the sufficiency of the income he realizes for his maintenance. But in the circumstances of the Indian villages it is seldom that all these requisites are found and where they are found it is seldom that they continue to remain long. In many of the considerable villages there are generally schools maintained by the local boards, and the teachers of such schools can afford to be independent of the villagers. But in the villages where there are no board schools, what results schools exist verily struggle for their existence. And the half fed schoolmaster, as I had on a former occasion to report, working in a half-hearted way, has half his mind elsewhere, and when the time comes quits for "fresh fields and pastures new."

8. The attendance of the village schools is largely subject to fluctuation. Both the teacher and the pupils have other work to do in addition to teaching or to learning. The teacher's income from school is hardly sufficient for his maintenance, and he has to supplement it in other ways which often take him for many days from his school. During this interval, the school is either closed or left in charge of a senior pupil. The villagers cannot check this, for the fault is theirs in paying the teacher so poorly. The pupils too are temporarily withdrawn from school—sometimes for a few hours in the day, sometimes for days together—they have to help their parents in a variety of ways especially during the cultivation and harvest times. Few results schools, as they are now, work regularly for half the year. It is only a few months before grant examination that school life commences in real earnest. The teacher is then hard cramming the requisite information into his pupils and the pupils are hard swallowing it. The rattan taken up in hand is only laid by when the examination is over. Then the old order of things returneth, and the school is either closed altogether or is but nominally kept up. This state of things is condemnatory of the results system of examination, but it serves to show the difficulty in securing in the village schools anything like regular attendance on which the fixed grant should, in a measure, depend.

9. The statistics in regard to the qualifications of the village schoolmasters show that not more than a half of them have passed a general education test. And not more than half this number of passed men hold teachers' certificates. Thus three-fourths the number of teachers are either presumably ignorant of what they have to teach or cannot teach well what they know. Such teachers require an incentive to learn well themselves and teach efficiently; but that incentive is not afforded by the fixed grant system. This system would leave teachers much to their own responsibility and sense of duty and provides simply for a sort of guidance and control by the inspecting officers. The system is only adapted to well organized and managed schools, of which few are found in the rural tracts.

10. The fixed grant to village schools must, in a large measure, depend on the average attendance as ascertained by the Inspecting schoolmasters. There are few opportunities of checking this attendance by higher officers and the grants will have to be fixed on the statements of men who are generally so circumstanced as to find it to their interests to make common cause with the village teachers.

11. The grant fixed is liable to be reduced for insufficient teaching among other things; and the efficiency or the inefficiency of the instruction given can only be ascertained after a careful inspection and examination. The village schools are inspected by the Sub-Assistant Inspectors, and the data on which their reports should be based may have to be prescribed. This would eventually drive them into a settled groove of examination work similar to that from which it is now the object to set them and their schools free.

12. Thus the fixed grant system would be unsuited to a large number of primary schools—particularly the village schools. If introduced, it will have to be so done in the case of primary schools, of which the organization and management rest on healthy

bases. They would generally be schools recognized under the Madras Educational Rules and placed in the permanent section of the general school list. But if such of them as are under the management of the local boards be eliminated therefrom, their number would still further get reduced to a few schools in the municipalities and taluk stations.

13. But these few schools may as well be placed under the salary grant system as under the fixed, if not better. None of the objections to the result grant system hold good against the other system of aid prevailing in this Presidency, while the six considerations mentioned by the Government of India on behalf of the fixed grant system apply with equal force to the salary grant system. This system has the additional advantage of raising the qualifications of teachers employed in schools; for the better the qualifications, the higher is the rate of grant allowed. The rates, as they are now, are not sufficiently high for primary schools. But they may be slightly raised when the salary grant system would be better welcomed by the better class of such institutions.

14. As the result grant system of aid cannot be altogether replaced by the fixed grant system, there would be three systems of aid instead of the two now obtaining. The administrative work in connection with the applications for aid under the three systems, the examination of such applications, the enquiries needed to see that the requisite conditions of aid are satisfied from time to time, the passing of grants and the proposals for the utilization of lapses under each allotment would be more than what has to be done now. Under the fixed grant system, though the grants may be fixed for five years, the circumstances of the majority of the primary schools are, as shown above, such that every year there would be so many cases of closed schools, of reduction of standard in others, or increased or diminished attendances, requiring a modification of the fixed aid that the system would practically reduce itself into a system of fixing annual grants.

15. For reasons given above, the results grant system of aid must be continued. I am not an admirer of this system, however, which has so many defects and which is so prejudicial to sound education. But in the circumstances of the country such a system of examination and of awarding grants is necessary.

16. The inherent evils of the result grant system can, however, be reduced to a minimum. This can be done by—

(1) transferring to the list of salary grant schools the few lower secondary schools yet remaining on the results system, all upper primary schools in municipalities and taluk stations and what other primary schools the managers may elect to place under that system. Visits of improvement are oftener made to schools in municipalities and taluk stations than to the rest; and those places are the headquarters of either an inspecting officer or the inspecting schoolmaster. The withdrawal of the result grant examination from these schools would leave the teachers to take their own time to effect the improvement required subject to the friendly call and guidance of the inspecting officers and remove the hardships the schools are now under of having two school years—the one closing with the examination *in situ* and the other with the primary. The scale of salary grants should be slightly higher than what is now prescribed,

(2) by prescribing a simpler system of result grant examination, a system that would require less attention than is being paid now to the amount of instruction imparted and more to the manner in which it has been imparted. An inspecting officer is often tempted to become the teacher himself for the time being and show by example how the knowledge acquired could have been so acquired as to be assimilated. But under the pressure of grant examination work, as it is now prescribed, he can neither be a teacher nor even an inspector that he ought to be, but is instead a haste-post-haste examiner. I have often felt I did not do my full duty as an inspecting officer by a school that I examined for grant for the simple reason that I could not find time to do it. On the other hand, I have done better work in a school on the salary grant system that I had only to inspect and examine for improvement. In such a school my inspection work took as much time as that of examination, and though the total time taken up was not more than that of grant examination, more solid work

was done. It may indeed be generally stated that an inspecting officer knows more of the schools he has only to examine for improvement than of those he has to examine for grant,

(3) by abolishing the grant examination work in the Government, board and municipal schools on what is known as the salary-results system. The teachers of these schools receive fixed monthly salaries which they supplement by grants passed on individual examination once a year. They have to submit their monthly returns of attendance and other particulars and progress reports. The grant examination may be dispensed with, and for the stipends now passed on its result may be substituted annual rewards fixed beforehand and passed on the inspecting officer's certificate that the attendance and efficiency have been kept up and the necessary progress made. Looking at the large number of such schools in each district, the proposal would give immense relief to the inspecting officers and enable them to devote more time to more important work; and

(4) by the administration of the result grant allotment in the manner suggested by you to Government, *i.e.*, by distributing it after the examination and proportionately to the earnings of schools put together subject to the limit of net cost. This rule of three division has been the key-note of the recommendations I have made ever since the assignment system came into force and further remarks are unnecessary. It is the principle adopted throughout this division for the distribution of the result stipend allotment among board and municipal schools.

From the Assistant Inspector of Schools, West Coast Division, dated 8th July 1896, G. No. 232/142.

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7. The system of a fixed grant for a certain number of years does not commend itself to me. It will not suit our primary schools; the teachers of these schools need external stimulus. When the amount is fixed, there is not much inducement for work; the teachers are not under any obligation to increase the number of pupils or raise the standard of their schools. When the grant is fixed for each school, it has a certain strength and works up to a certain standard; the grant is bound to be continued if the original strength and standard continue; the increase of attendance or the raising of the standard brings no additional grant. Again, if the continuance of the grant depends upon the annual visit of the inspecting officer, there is still the risk of disorganization in the funds and anxiety about the results of the examination. In certain places, the primary schools cannot stand longer than two or three years; for by that time the material available for instruction becomes exhausted. In their case a system of fixed grants is not desirable. If fixed grants are to be given, all the conditions of permanence must be present, such as a substantial school-house, an effective demand for education in the place, willingness on the part of the parents to pay reasonable rates of fees, &c. Most of our primary schools cannot satisfy few or many of such conditions, and I therefore think that the time has not yet arrived for changing the existing method of aid. The advantages 4, 5 and 6 adverted to in paragraph 5 of your Proceedings can be secured to our primary schools only if a superior class of teachers can be made to find employment in them. This is possible as I have already observed, only if the remuneration is high, that is, if much larger funds than are, or can be made available now, are allotted, for which there seems to exist no possibility now.

8. It is said that the fixed grant system will lead to the economizing of time and labour by simplifying examination work and saving all labour in connection with the administration of results grants. I do not think simplification of examination work is desirable; if inspection should be sound, the examination must be thorough which is absolutely necessary in the case of the lower classes of schools. What is now known as inspection for improvement has become superficial; no minute examination is held; the defects as regards organization, etc., are not discovered and therefore allowed to live and grow. I have found the character of instruction in lower secondary schools has deteriorated. I would therefore not save time, labour and even money, and deprive the schools of the full benefits of a real inspection. It may be stated that in the case

of schools receiving a fixed grant for a fixed period, the continuance of which is dependant on the work being efficient, the examination will have to be minute and therefore there cannot be any saving of time here. I am not convinced that any other method of forming an opinion with the regard to the efficiency of work in a school than the one of individual examination can be sound and fair to the teachers.

9. I am therefore of opinion that the present system may continue, the assignments being made after the grant examination is over and in proportion to the earnings of each school subject to the limit of net cost.

Read the following Proceedings of the Madras Government, in the Educational Department, dated 30th September 1896, No. 605.

Letter from the Director of Public Instruction, to the Chief Secretary to Government, dated 31st August 1896, No. 9516.

I have the honour to submit the following remarks and explanation with reference to paragraph 2 of G.O., No. 844, Educational, dated 24th October 1895.

2. In my letter to Government, No. 10282, dated 20th September 1895, printed in the above Government Order, I did not propose to supersede the assignment system by a fresh system, but simply recommended that the fixing of assignment might be deferred till after the grant examination for the year has been completed, when the full earnings of all schools could be known and the sanctioned allotment for results grants could, therefore, be much more equitably apportioned than it had ever been found possible. Government is probably aware that, as a rule, I am averse to sudden changes of any kind. The subject received my careful consideration before I ventured to formulate the alteration in the procedure under reference, and I now find that the change I suggested is in accordance with the procedure followed in other provinces.

3. Regarding the relative merits of the estimate and assignment systems of aid I would refer Government to my letter, No. 6528 of 1893, embodied in G.O., No. 852, Educational, dated 20th November 1893, and to paragraph 167 of Mr. Monro's annual report for 1893–94. Under the estimate system, to be brief, the grant to each school was fixed solely with reference to its probable earnings at the grant examination. Under that system, therefore, schools in municipalities, kaspa stations and large villages absorbed the bulk of the funds available for results grants, while schools for the backward classes or in backward localities did not receive sufficient encouragement and so made little progress. This was an undesirable state of things. The Code offered grants for teaching in the primary and lower secondary standards either in the form of monthly salary grants calculated with reference to the actual or assumed salaries of the teachers or in the form of annual results grants calculated with reference to the earnings of the pupils at the grant examination. The salary grant system provided for a maximum limit of aid, viz., the maximum grant for a year was limited to the net cost to the manager. But the results grants system, as worked under the Code of 1895, imposed no such limit and allowed a school to draw such amount as it could earn up to the limit of the sanctioned estimate, *plus* 10 per cent. of such estimate, without any reference whatever to its cost or needs. Education gradually became in many quarters a commercial speculation, and, in not a few cases, public funds went to swell the pockets of so-called managers who were really farmers of schools, the teachers employed by the managers in the instruction of the youth receiving scanty salaries, often much below the actual earnings of their pupils. This state of things engaged my attention so early as 1886. The estimate system had thus to be given up after a fairly long trial.

4. As directed in the Government Order under reply, enquiry was made of the working of the results system in the other provinces and the replies are enclosed for favour of perusal and return; a summary of the replies is given below:—

(i) In Bengal, all secondary and special schools under local Committees receive aid in the form of fixed monthly grants, the grant being sanctioned ordinarily for a term of three years, subject to the condition that it does not generally exceed the sum expended from private sources, the results being taken into account when the grant comes up for periodical revision. Primary schools under village teachers without a

local Committee receive aid in the form of fixed stipends or payment by results; primary schools in backward parts and schools for aborigines or low castes, girls' schools and night schools for adults are generally aided in the form of fixed stipends. Stipends are given up to a maximum of Rs. 8 to schools with an attendance of not less than 30 pupils and are subject to reduction or withdrawal for inefficiency. Non-stipendiary or result schools with an attendance of not less than ten boys are examined for rewards, *i.e.*, results grants either *in situ* or at central gatherings. There are two standards of reward examinations; each boy passing by the higher or lower standard entitles his teacher to a reward of one rupee or eight annas; the teacher of non-stipendiary schools also receives a reward of Rs. 4 for each boy passed at the Upper Primary Scholarship Examination. About Rs. 50 a year is the ordinary maximum results grant to be earned by any single primary school; the rate of reward is reduced when the number of schools increases in any district rapidly, and new schools are refused aid until a substantial addition is made to the allotment from provincial revenues. Some schools in backward localities on the results or reward system receive also small stipends by way of a retaining fee. Fixed amounts are not previously assigned to schools under the results system; and in some districts in which the amounts earned do not reach the full amount of the allotment, the scales are revised and the successful schools benefit, while in others the savings lapse to Government or the District Fund.

(ii) In Bombay, no schools except industrial schools receive a grant larger than one-half of its local assets or than one third of its total expenditure; the financial needs of schools are taken into consideration before they are placed on the list of aided schools. The larger schools, whose permanent character is established, have a results grant fixed for five years, or until notice from the Director, subject to their securing a good report. Fixed grants, which are not drawn, are available for other schools. Schools are ordinarily inspected and examined in alternate years. A capitation grant is given on the average daily attendance in addition to varying amounts of earnings under each standard.

(iii) In the Punjab, the budget allotment for results grants is not previously distributed among the several schools applying for aid, each school being allowed to draw the grant it earns, subject to the limit that (*a*) if a primary school, it cannot draw more than one-half the expenditure on tuition, (*b*) if a secondary school it cannot draw more than one-half the expenditure on tuition or two-thirds of the excess of such expenditure over the income from tuition fees, whichever is less, and (*c*) if an ordinary elementary school it cannot draw more than three-fourths of the ordinary expenditure in a vernacular primary school in the district. Schools, the income of which from fees and endowments is sufficient to maintain them in efficiency and which need no further development to meet the wants of the locality, receive no aid. Vernacular primary schools are not refused aid for want of funds, aid being given to each school according to the amount needed to maintain it in efficiency. The grant awarded is occasionally a good deal below the amount earned as well as below one-half the expenditure; when the grants earned are less than anticipated, the balance goes to meet cases where they are more, and general savings in the allotments for grants earned may be made available for other objects.

(iv) In the North-Western Provinces, results grants are given only to vernacular primary schools; no previous distribution is made of the allotment and there is no maximum limit of aid. The annual allotment of Rs. 1,500 has been found sufficient for the last ten years, as very few schools apply for such grants.

5. It will be seen from the above summary that, except in the North-Western Provinces, the financial needs of schools applying for results grants are invariably considered before grants are paid; that all grants bear a definite proportion to the expenditure on the schools concerned; and that grants to individual schools are not previously fixed. The estimate system, which altogether ignored the financial condition of schools and thus led education to be looked upon as a mercantile concern and source of profit, was rightly given up. Under the assignment system the grants to schools are fixed with reference to their net cost and the funds at the disposal of the sanctioning authority, and education is ceasing to be looked upon as a money-making concern. As in the Punjab, schools which are self-supporting from fees and other *bonâ fide* receipts, receive no aid from public funds. In most of our primary schoolmasters are also managers, and they look upon the annual grants as their chief

remuneration, in addition to the fees they get from such of their pupils as can pay in cash or kind and at more or less irregular intervals. It is not, therefore, practicable to ascertain with any degree of approximation the expenditure on such schools and to fix a limit of aid. The inspecting officers have accordingly been instructed, in calculating the net cost of results schools for the purpose of fixing the assignment, to adopt as their guide the salaries actually given to the teachers, or where no fixed salaries are given, the scale of salaries prescribed by the Department. During the past three years that the assignment system has been in force it has been found that the average assignment bears a proportion of less than 40 per cent. to the total assumed net cost. The assignment system may be said to be in general accord with the system of aid on payment by results in force in the other provinces, in that it takes the financial needs of schools into account and the grant does not ordinarily exceed a portion of the total expenditure, actual or assumed. Schools for backward classes or in backward localities receive in this as in the other provinces a more favourable treatment than the other schools. It is only in one respect that there is a radical difference. While in no other province is the amount of grant payable on the results system previously notified, we have under the assignment as well as under the estimate system been notifying at the time of the registration of schools for aid the amount of grant which will be paid to individual schools. Every manager or master has to work up his school so as to earn the amount notified; but where a small amount has been assigned to a school with reference to its low net cost or in consequence of the limited funds at the disposal of the sanctioning authority, the manager has a tendency to neglect the whole school or one or more standards, hoping to earn the paltry amount notified by presenting a few select pupils for the grant examination. The main object of the result system, viz., incentive to work, is thus defeated and the general efficiency of instruction is impaired. It was with a view to avoid this drawback in our system that I proposed to defer the fixing of the assignment till after the grant examinations for the year were over. The distribution of the allotment would as at present be made by the Assistant Inspector in the case of boys' schools, and the Inspectress in the case of girls' schools, assisted by the Sub-Assistants; and would not, as apprehended by Government, be left altogether in the hands of lowly-paid subordinates. In fact the proposal involved no change in the class of officers responsible for the distribution of the grants. If a Sub-Assistant happened to be unscrupulous and corrupt, there would be no more scope for him under the proposed arrangement to pass unduly large grants to a school than it was possible for him to do so under the old estimate system, or is possible under the assignment system as at present administered, or would be possible under any system which may be devised. From what I know of this class of officers and from the reports of Inspectors and Inspectresses, I can speak in favourable terms of the integrity of most of the officers comprising the Sub-Assistant Inspectorate.

6. While the above subject was engaging my attention, the Government of India Resolution on the Revised Code of Regulations for European schools in Bengal was issued. The Special Committee appointed by the Government of India under the Presidency of Sir. A. Croft to revise the above Code has submitted a comprehensive report. Extracts from the above report, embodied in my Proceedings, No. 6282, dated 12th June 1896 (copy enclosed), will show that the committee has thoroughly condemned the system of payment by results, that is on the results of individual examination and has advocated the extension of the system of fixed grants which was tried with success in Bengal. The Government of India has endorsed the opinion of the committee, remarking that the arguments of the committee are weighty and the soundness of the arguments has been proved by the experience in Bengal. The drawbacks of the results system, as sketched in the Government of India Resolution, are applicable to this Presidency also and have for some time been receiving my attention. The results system imports the award of grant on the results of the annual examination of individual pupils. But we have no funds to pay in full the amounts earned; the managers get naturally discontented when we tell them that their school has earned a certain sum, but that we can pay only a small fraction of that amount. The object of conducting a minute individual examination to ascertain the amount of earnings proves generally a waste of labour. It makes the examination mechanical, and the whole business assumes the appearance of a farce when we pay much less than what is earned. I accordingly refe rred the subject to the Inspectors of Schools, Inspectresses of Girls'

Schools and Assistant Inspectors for an expression of their views. The views of these officers are divergent. But there is almost a consensus of opinion that all lower secondary schools and such of the large primary schools as are situated in municipalities and large towns might, with advantage, be aided on the fixed grant system; but that the results system should continue in the case of primary schools in rural tracts until they acquire permanence. I propose to address Government early next year for the appointment of a representative committee to consider the question in all its bearings. Pending such consideration I shall not recommend any change in the Code in respect of the assignment system during 1897–98.

Order No. 605, Educational, dated 30th September 1896.

Recorded.

2. The further communication promised by the Director of Public Instruction is awaited.

Recorded.

2. The Director proposes to refer the matter to a special educational conference.

(A true Extract.)

D Duncan

Director of Public Instruction.

To the Inspectors of Schools.
„ Inspectresses of Girls' Schools.
„ Assistant Inspectors of Schools.

1897.

FEBRUARY.

PUBLIC INSTRUCTION,
MADRAS.

To

THE INSPECTORS OF SCHOOLS,

AND OTHERS.

Despatched

Received

No. 1442, 13TH FEBRUARY 1897.

Enclosures.

Recording correspondence regarding substitution of fixed grants for results grants by assignment and proposing to refer the matter to a special conference.

1897
Educl Dept.
Enclos. No. 1
To
C. No. 277.

CURRENT No. 277.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION,

Madras, 3rd March 1897.

No. 2193.

From

THE HONOURABLE MR. D. DUNCAN, M.A., D. Sc., LL.D.,

DIRECTOR OF PUBLIC INSTRUCTION,

Madras,

To

The Secretary to Government,

Local and Municipal Department.

SIR,

Adverting to the correspondence ending with G.O.No 605 Educational, dated 30th September 1896, printed for convenience of reference in my Proceedings No 1442, dated 13th February 1897 (copy enclosed), I have the honour to request that you will be good enough to obtain the early sanction of Government for the constitution of the following Committee to consider the expediency of introducing into this Presidency the "Fixed Grant" system in place of the "Results Grant" system and of modifying the "assignment" system, if necessary to ensure that instruction in individual standards and in optional subjects is not neglected.

The Director of Public Instruction (President)

Official Members

Mr.E.Marsden, Inspector of Schools.

M.R.Ry.C.Nagoji Rau, Do

Miss Carr, Inspectress of Girls' Schools.

M.R.Ry.L.C.Williams Pillai, Assistant Inspector.

M.R.Ry.A.C.Pranatharthihara Aiyar, Assistant Inspector.

Khaja Khan Sahib, Sub-Assistant of Muhammadan Schools

Non-official Members

Rev.E.Sell (to represent the C.M.S.& S.P.G.Missions) Madras
Rev.J.Cooling (.. Wesleyan Mission) Madras
Rev.J.Houbaer (.. Roman Catholic Mission) Madras
Rev.W.Joss (.. London Mission) Madras
Rev.L.B.Wolf (.. A.E.Luthern Mission) Guntur
Rev.R.M.Bauboo (.. F.C.Mission) Madras
Rev.W.Dilger (.. Basel German Mission) Tellicherry
Rev.A.Margoschis (.. technical & industrial education) Nazareth
M.R.Ry.T.Venkatasiva Rau : to represent non-mission schools.
Rao Bahadur V.Krishnamachariar: Madras

not connected with any School

This Committee is in my opinion thoroughly representative, the several mission agencies having been requested to nominate their own representatives, and it is much stronger than the Committee appointed to revise the Grant-in-Aid Code in 1885.

2. The following questions will be referred to the Committee for discussion and decision. Any connected point which may incidentally arise in the course of discussion will also receive consideration.

1. Whether in view of the circumstances set forth in the papers recorded in Proceedings No 1442, dated 13th February 1897, the Conference would, in regard to secondary and primary schools, recommend the substitution of the "fixed grant" system for a term of years for the annual "results grants" system; and if so for what grades or classes of schools and in what localities, and subject to what conditions.

2. Whether, in the event of the "fixed grant" system being introduced, the Conference would recommend all lower secondary and primary schools now aided on the "salary grant" system to be aided on the "fixed grant" system.

3. Whether, in the event of the "fixed grant" system being introduced, the "fixed grant" may be allowed to be drawn in two half-yearly instalments for the convenience of managers, and if so, subject to what restrictions.

4. In the event of the "assignment system" being continued in the case of any class of schools, what alterations, if any, the conference would recommend to prevent disappointment to managers, and to ensure at the same time that instruction in individual standards or in optional subjects is not neglected.

5. Whether the Conference would recommend the "fixed grant" system for art and industrial schools and classes working up to standard D.

6. Whether as suggested by some of the inspecting officers, any reduction in the scale of results grants is desirable or expedient.

7. Whether, as suggested by some of the inspecting officers, the age limit for pupils laid down in Chapter IV article 6 of the Grant-in-Aid Code requires modification.

8. Whether the conference would recommend the award of any special grant if so what, grant for Discipline and Organization as in English Schools.

The Committee will meet on the 25th instant and the subsequent days: this being a very convenient time of the year to meet.

The non-official members will be entitled to the same travelling allowances which the members of the Committee of 1885 received.

I have the honour to be,

Sir,

Your most obedient servant,

D Duncan

Director of Public Instruction.

Educational DEPARTMENT.

C. No. 277 of 97

H. E. THE GOVERNOR.
THE HON'BLE MR. BLISS, C.I.E.
THE HON'BLE MR. GROSE, C.I.E.

SUBJECT.

The appointment of a committee to consider the question of introducing the fixed grant system.

FOR ORDERS.

As to whether the proposed committee may be approved?

In the list of non-official members given in the D.P. 96 letter the names of Rao Bahadur V. Krishnamachariar and T. Venkatasiva Rao appear. The former is the Registrar of Books - a Govt servant and the latter is the gentlemen who instituted certain scholarships for the encouragement of higher education in the Northern Circars. vide G.O. no 174 Ed dt 27th March '96 - T. Venkatasiva Rao is a landholder - Both these gentlemen are not connected with any schools and can hardly be said to represent non-mission schools. It may also be noted that Rao Bahadur V. Krishnamachariar

A person need not be a school master to represent the interests of certain schools.

S.R.

C 11/3497 C 12/3
R M/3297 R 1/3

is a Govt servant and is a subordinate of the D.P.I. and cannot therefore be said to be a non-official member.

7/3
5/3/97

H.H.

I dond think that the Committee shd. be a Comtee appointed directly by Govt & therefore reporting to Govt. It is quite sufficient if we authorize the Director to summon a conference, constituted as he proposes & entitled to the allowances he suggests, to assist him with their views on the points he mentions.

If we constitute a Govt Committee, we are supposed to be prepared to accept their views with more or less reservation. Govt is not in a position, I think, to show this confidence. It is neither necessary nor expedient ~~for us~~ to give the persons named ~~a~~ status.

We look to the Director, & this

If it is done it shd be done in this way. I see no objection to the constitution of the Committee recommended by the D.P.I.

But can we afford it? What were the allowances paid in 1885? How are to funds to be provided?

JG
11/3/97

Please see note below.
7/3
12/3/97

the Director who wants to be supplied with the opinions of experienced teachers.

S.H. 10/3/97

The non-official members of the Committee of 1885, excepting Appusastriar, do not appear to have been granted any allowances. Appusastriar who was the only non-official member who came from the mofussil was granted travelling allowance for coming to & returning from Madras at the rates admissible for Second Class Officers. vide G.O. no. 209 Ed. dt 31st March 85

flag A.

The D.P.I. probably refers to the Committee which sat in 1886 to draw up a School fee notification. European non official members of this Committee who came from the mofussil were allowed double first class railway fare and daily allowance at Rs 4 a day while other non official members were granted daily and travelling allowances accordi

to the provisions of the old Travelling Allowance Code, vide G.O. no. 1288 Fin. dt 7th Dec. 1886.

flag B.

Non-official members residing in Madras do not appear to have been granted any allowances.

Non-official members from the mofussil who sat on the Committee which revised the Madras Ed. Rules in 1895 were granted daily and travelling allowances at the rates sanctioned in the above G.O. (cc). G.O. no. 1288 Fin. dt 7th Dec. 86.

flag C.

In the present case also only three non-official members who come from the mofussil will be granted daily and travelling allowances. Four members will come from the Mofussil — Messrs Wolf, Dilger, Mangoschis & McRay T. Venkatasiva Rao. The allowances to these gentlemen will come to something about Rs 500. It can be met from the provision for travelling allowances to the D.P.I. in the Ed. budget for 97-98.

12/3/97

1437

Then I think the committee should be sanctioned

13/3/97

[G. 24.] 800—20-1-97.

Ed. DEPARTMENT.

Papers to be read in proceedings :—

Again G.O., dated 30th Sept— 1896, No. 605

Again G.O., dated 189, No.

Current No. 277 of 1897, dated 3rd May from the D.P.I.

" " " 189, " , "

" " " 189, " , "

ORDER. N° 152 dt 15-3-97

mis.

The D.P.I. will be authorised to summon a Conference, constituted as he proposes, for the purpose of considering the expediency of introducing the 'fixed grant' system and ~~the D.P.I.~~ he may refer to connected questions. The non official members of the Conference who come from the ~~Mofussil~~ will be entitled to daily and travelling allowances at the rates sanctioned in G.O. no. 1288 Fin. dt 7th Dec. 1886.

It is considered unnecessary that the committee should be appointed directly by Govt of ~~considering the questions~~

hen given for copying 15/3/97
hen copied 189
hen examined 16. 3. 189
en signed 189

GAIN G.O., No. DATED
189 ,

URRENT No.

ENCLOSURES TO C. No

ORDER OF GOVERNMENT	A	A	A	A	A	A	A	
TTER OF GOVERNMENT.								
ATEMENT WITH DITTO.								
APERS NOT FILED UP, BEING MEANT FOR DESPATCH IN ORIGINAL.								

N.B.—
A = Copy in full.
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