M.R.O. 1—77,006—8-6-37.

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(2) Date of repair 27-6-40

(3) Initials of the Referencer _____

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MADRAS RECORD OFFICE.

Government of Madras.

Financial DEPARTMENT.

G.O. No.	970	Press Mis.-
59-63		
Dated	8—6—	1940.

20/21

Not to be folded or roughly handled

Read the following papers:—

No. 59. From E. B. POWELL, Esq., M.A., C.S.I., Director of Public Instruction, to the Hon. W. HUDLESTON, Chief Secretary to Government, Fort St. George, dated Madras, 17th November 1873, No. 2322.

I have the honour to address you with reference to paragraph 3 of G.O., No. 1343, of the 20th September last.

2. I consulted the Inspectors of Schools upon the points noticed in the order, and I find those officers are of opinion that it would be a violation of the principle of Results Grants to lay down rules as to the fees to be paid in schools seeking aid upon the Results system. The Inspectors also consider it is altogether inexpedient to limit the maximum of a Results Grant so as to make it dependent upon the fees collected. In these views I entirely concur.

3. One leading advantage of the Results system in the eyes of Missionaries, as well as of Native Managers, is the absence of interference with the internal management of schools; this advantage would be seriously affected by requiring the payment of fees according to a prescribed scale. Moreover, with thousands of schools under inspection, the labour of ascertaining if such a requirement is carried out would be so great as to increase enormously the work of Inspecting Officers.

4. One of the chief defects of the Results system is the scope it affords to trickery; even now this evil is by no means small, but if the maximum grant were made to depend upon fee-collections, it would be immensely increased. I look with suspicion upon the sums entered in returns as fee-collections in lower-class Schools; if the teachers had a direct interest in making false statements upon the subject, a premium would be held out to roguery, and I fear the returns would be utterly unreliable.

5. Upon the whole I recommend that no action be taken at present with reference to the fees paid in schools seeking aid upon the system of payment for results.

No. 60. MINUTE by the Hon. J. D. SIM, C.S.I., dated 18th April 1874.

There can be no doubt that the general effect of Results Grants is the reduction and discontinuance of School fees. Parents naturally enough prefer gratuitous education, but Government cannot afford to supply this.

2. It is obvious that if a teacher can dispense with fees, the grants must be higher than they should be, seeing that gratuitous education was never contemplated, and they should be reduced to such an extent as will compel the teacher to require fees. What the reduction should be is for the Director of Public Instruction to consider and recommend. It would never answer for Government to prescribe a scale of fees, and worse than useless to endeavour to enforce them, but indirectly they can—by reducing the grants—prevent the education afforded from becoming gratuitous.

3. There must, I think, also be regulations for the opening of these schools, so as to secure their being opened where most required, and to prevent financial embarrassment to the Boards which have to provide the funds.

(Signed) J. D. SIM.

No. 61. MINUTE by the Hon. W. ROBINSON, C.S.I., dated 7th May 1874.

Letter from the Director of Public Instruction, dated 17th November 1873, No. 2129.

The correspondence printed under Proceedings of Government, dated 20th September 1873, shows, in the words of the Director of Public Instruction, that "the introduction of the Results Grants system is generally modifying the nature of Pial Schools and is leading parents to reduce their money payments to masters,"—in other words is, I fear, breaking up the old educational conditions of the country without perhaps supplying an improved substitute and enabling parents increasingly to transfer their moral obligation to the public purse or local ratepayers.

2. The consensus of opinion amongst the working officers of the Educational Department (Deputy Inspectors, &c.) seems to be that the masters of schools brought under Results Grants in nearly all cases get less than they did, and in some cases nothing beyond the grants—that scholars are lured from regularly-organized institutions to casual schools started under the system where their parents have very small or no fees to pay—that masters now find it to their interest to make common cause with defaulting parents and increasingly look to large grants from public taxation for numerous scholars without fees, rather than teach a few boys who pay small fees and receive no grant or a very trifling one—and that no reliance can now be placed on the assertions occasionally made by such masters that fees are still paid to them. In other words we have a system of gratuitous instruction increasingly usurped by parents—defrauded masters accepting the position, relying more and more entirely on the public purse and deceiving Government—mischievous competition is increasing—scholars are taught, I fear, the worst of moral lessons on both sides—and the worthy old popular Pial Schools are becoming places for the tricky vend of unimproved teaching of the old stamp or are superseded altogether by unstable mischievous classes taught simply with a view to scanty living from public taxation. I venture to think that there is much in this progressive condition which should become the subject of anxious thought and firm check.

3. Mr. Powell and his coadjutors consider that any attempt to frame rules in respect to fees from parents so as to protect the ratepayers, to enforce the obligations of parents, to secure the rights of masters and to maintain the character of schools and the *morale* of teachers and learners, would be a violation of the principle of Results Grants system and prove a premium to roguery under that system, whose chief defect is the scope it affords to trickery. They think that it would lead to even worse results to endeavour so to graduate the Result Grants with reference to the fees collected as to make it the interest of the master to insist on fees from parents. We have before us the example of the town of Coimbatore and of other places showing that the system as now worked leads to the rise of mushrom schools in disorderly distribution with reference to locality and popular needs, and to a scramble for aid under the rules which the funds at disposal do not admit of being paid.

4. On the whole Mr. Powell advises that no attempt be made to stay this downward course notwithstanding the admitted evils which attend it—apparently because it suits, he states, Missionary Societies and Native Managers—together a very small section of the Educating Agency of the country. The schools of the former are generally fully organized and well-sustained institutions, and the usual lump grant is no doubt more

Proceedings of the Madras Government, Financial Department,
8th June 1874.

convenient than grants in aid of salaries, and therefore perhaps might be continued if preferred. The number of schools of this character is comparatively small. But in the latter case—that of Native Managers—we have the evils of the system before us; it enables Managers to shuffle off their responsibilities and throw all on public taxation. Here the system is, I very much fear, doing present and prospective mischief which urgently needs check. But beyond these there are to be considered the large number of schools which have neither the one nor the other of these classes of Managers to direct them and here the system fails seriously.

5. Mr. Sim proposes the logical remedy—viz., to reduce the Results Grants—now obviously quite excessive and mischievous—so that it shall not be possible for any master to keep open a school without charging fees to parents. This of course must be done—but only, I submit, as a part of a wider measure for the establishment and regulation of schools and their moderate aid by Government and local taxation.

6. The reduction of Results Grants by itself would, I fear, prove as unworkable as the system now pursued. It would doubtless extinguish a large number of schools whose condition has been disturbed by our action, and degrade others that are rising in efficiency without removing the trickery, feebleness, deception and want of order that are inherent, as it seems to me, in the system of promiscuous Results Grants as a basis of national primary education.

7. No half-measures will, I believe, suffice here—at least as regards *rural schools*. Results Grants—pure and simple—must, I am inclined to think, be abandoned as the basis of any part of a system of elementary education amongst rural classes and must be relegated to their proper place of a moderate subsidiary stimulus to individual teachers for special diligence under a sound and well-regulated system of national schools, which should be aided by Government in a manner that is least likely to be abused, which involves the smallest amount of unproductive expense and which may be most reasonably expected to develop healthily as the country improves.

8. A system of payment by results—if it could be faithfully administered and abuse prevented without great expense in supervision, &c.—has doubtless the advantage of driving those under its influence to exert themselves and of securing something for the money spent. But this, as it seems to me, is its only—and by no means exclusive—advantage. Nor is it surprising to find that the system commends itself to Educational Officers inasmuch as it has an appearance of precision and accuracy of detail, while it relieves them from the continued toil and responsibility of really watching and advancing the sound and systematic primary education of the country and merely imposes on them the annual examination of children of whose training and preparation they take no account.

9. This last condition I consider a fatal drawback to the system under the existing conditions of teachers and of indigenous instruction in this country. I submit that what is needed here is the improvement of teachers and the introduction of a well-considered system of orderly and well-managed schools—and not the mere distribution of money to successful examinees. For these essential requirements the system in question fails, I venture to think, to provide. Further the theoretic advantages of the Results Grants system are practically wholly contingent upon the thorough honesty both of those who administer it and those who receive aid under it—and we may add, of parents whose children attend such schools. Such honesty is not procurable in

this country, and it is sufficiently notorious that successful deception increasingly prevails on all sides. We have seen that the demoralization (if I may use the term) of parents is becoming universal; and there is every reason to fear that at best we are simply bringing the existing uninstructed teaching of the country on the public taxpayers without probably adding largely to the classes now under instruction—at their parents' charges—or improving the indigenous Schools of the country. The natural and necessary effect of the system is to produce such evils, for while the system is more dependent than any other on the honesty of all concerned, it has a more direct tendency than any other to produce dishonesty.

10. The system tends inevitably, I submit, to encourage a bad kind of education, and is the most powerful agent that can be devised in encouraging what intelligent men feel to be an evil—an evil to which we are especially exposed in India—that which is popularly known as "cramming."

11. I venture further to think that the moral disadvantages of the system are by no means inconsiderable. It tends to bind the teacher to the Inspector by the lowest motives. The teacher becomes the mere slavish echo of the latter—from whom good, zealous and independent work is not to be expected, and this spirit of dependence is perhaps propagated from teacher to scholar, and must produce results which it should be our object to remove instead of foster in this country.

12. I fear also that the system of payment by results must establish in the minds of each generation brought up under its influence an inseparable connexion between learning and its mercenary rewards. The natives of India are already sufficiently inclined to estimate everything by its money value. Their education has the more need to cure them of the habit than to confirm them in it. Nothing can more effectually retard moral progress in India than a system of education calculated like this one to foster a mercenary spirit.

13. But perhaps the greatest practical drawback to the system lies in the scope it affords to fraud and deceit. There is of course room for fraud under almost any conceivable system—and notorious instances of pecuniary loss to the State have occurred under the Salary Grant system. But the moral influence of the deceit and personation which cling specially to the payment-by-results system is peculiarly hurtful, for in it the pupils are indispensable accomplices. The widely-demoralizing effect of even a single case where a number of pupils are banded with a master to deceive the Inspector and defraud the State is very serious to contemplate. And this consideration alone is perhaps enough, as it seems to me, to outweigh the influence for moral good that schools exposed to such temptation can ever have. Frauds under the Salary Grants system are covered and their corrupting influence limited. They do not thus steal abroad corrupting the rising generation of a whole community.

14. I admit that I attach much importance to these moral influences and would recommend a careful reconsideration of the whole subject.

(Signed) W. ROBINSON.

No. 62. MINUTE by the Right Hon. the PRESIDENT, dated 15th May 1874.

I think that experience has already shown that the system of Results Grants (modified as has been recently proposed by the Director of Public Instruction) is that

to which we can look with the most confidence—if indeed it is not the only system to which we can look with any confidence—for the gradual advancement of elementary education in this Presidency. I should, therefore, look upon its abandonment as a most serious evil, and indeed I might say as little less than the extinction for an indefinite time of all reasonable hope of raising the people of this country from their present state of almost absolute ignorance. I think we have in this system (which like any other system that could be devised is not free from objections) a powerful lever, of which we ought on no account to lose hold, for the great purpose which we have in view.

2. The reduction of fees is one obvious objection to the system; but it is evidently enough undesirable to require a minimum of fees as a condition of the grants; and on the whole, I agree with Mr. Powell and the Inspectors that it is also undesirable to diminish the maximum of the grant. By such diminution we might no doubt increase the payment of fees; but, on the other hand, we should most certainly diminish the number of schools; in other words, we should check the progress of education. The advantage of giving to the people some share in their own education is great; but I cannot think that it would by any means compensate for the evil involved in this check to its advancement. The fact is, that we must, I believe, make up our minds, if necessary, to educate the poorer classes to a great extent gratuitously, or we shall probably not be able to educate them at all. For those few cases where the system of Results Grants is producing a supply of education beyond what can be met from the very limited funds now available for the purpose, I think it would be far better to provide by special arrangements, than by any general reduction of grants to bar the general progress of instruction, for which we hope gradually to find the means of support.

(Signed) HOBART.

No. 63. ORDER THEREON, 8th June 1874, No. 970.

The above letter will be recorded for the present, and the subject of fees in Result Grant Schools dealt with on receipt of the proposals for the revision of the Result Grant Rules which are expected at an early date.

(Signed) D. F. CARMICHAEL,
Acting Chief Secretary.

Exd. J. Wright.

Copy of 1874 Warrant.

FINANCIAL.

To THE DIRECTOR OF PUBLIC INSTRUCTION.

Dated June, 8th.

Recd. *Instr.*

G.O., 8th June 1874, No. 970.

JUNE.
Nos. 59—63.

Fees in Result Grant Schools.—The letter from the Director of Public Instruction on the subject ordered to be recorded for the present, and the subject dealt with on receipt of the proposals for the revision of the Result Grant Rules which are expected at an early date.

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2129 (Financial)

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No. 62. I think that experience has already shown that the system of Results grants, with (modified as has been recently proposed by the Director of Public Instruction) is best to which we can look with the most confidence, for the gradual advancement of elementary education in this Residency. I should therefore look upon its abandonment as a most serious evil, & ~~a little indeed~~ ~~objection~~ I might say as little less

or local Rate-payers.

The consensus of opinion amongst the working Officers of the

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The reduction of fees is one obvious
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The Consensus of opinion
amongst the working Officers of the
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or else gradually to find the means of
support. Robert Lowe, Esq. M.P.

Robert

May 15/74

13 X 6

No. 61.-

Letter from the Director of Public Instruction dated 17th Novr 1873 & No 2129.

The Correspondence printed under Proceedings of Government dated 20th September 1873, shows in the words of the Director of Public Instruction that "the introduction "of the Results grants system is gradually "modifying the nature of Primary "Schools and is leading parents "to reduce their money payments to "Masters"; in other words is, I fear, breaking up the old Educational Conditions of the Country without perhaps supplying an improved substitute and enabling parents increasingly to transfer their moral obligation to the public purse or local Rate-payers.

The Consensus of opinion amongst the working Officers of the Educational

Educational Department

(Deputy Inspectors &c) Seems that the masters of Schools brought under Results Grants in nearly all cases get less than they did and in some cases nothing beyond the Grants - that Scholars are lured from regularly organized institutions to Casual Schools started under the system where their parents have very small or no fees to pay - that masters now find it their interest to make Common Cause with in defaulting parents and increasingly look to large grants from public taxation for numerous Scholars without fees rather than teach a few boys who pay small fees and receive no grant or a very trifling one - and that no relevant Case can now be placed on the assertions occasionally made by such masters that fees are still paid to them

In other words we have a System of gratuitous instruction increasingly accepted by parents, defrauded masters accepting the position, and relying more and more entirely on the public purse and destroying Government - mischievous Competition is increasing - Scholars are taught, I fear, the worst of moral lessons on both sides - and the worthy old popular Pinal Schools are becoming places for the tricky and of unimproved teaching of the old stamp or are superseded altogether by unstable mischievous classes taught simply with a view to scantly living from public taxation. I venture to think that there is much in this progressive Condition which should become the subject of anxious thought and firm check.

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to

to secure the rights of masters and to maintain the character of schools and the morale of teachers and learners would be a violation of the principle of Results grants system and prove a premium to roguery under that system, whose chief defect is the scope it affords to trickery. They think that it would lead to even worse results to endeavour so to graduate the result grants with reference to the fees collected as to make it the interest of the Managers to receive fees from parents. We have before us the example of the Town of Coimbatore and of other places showing that the system as now worked leads to the rise of Mushroom schools in disorderly distribution with reference to locality and popular needs and to a scramble for aid under the rules which the funds at disposal do not admit of being paid.

On the whole Mr Powell advises that no attempt be made to stay this downward course notwithstanding the admitted evils which attend it — apparent because it suits, he states, Missionary Societies and Native Managers — together a very small section of the Educating Agency of the Country. The Schools of the former are generally fully organized and well sustained Institutions and the usual lump grant is no doubt more convenient than grants-in-aid of Salaries, and therefore perhaps might be continued if preferred. The number of Schools of this character is comparatively small; but in the latter case — that of Native Managers — we have the evils of the System before us; it enables Managers to shuffle off their responsibilities and throw all on public taxation. Here the System is, I very much fear, doing present and prospective mischief ~~and~~ which urgently needs check. But beyond

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Schools which have neither the
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So that it shall not be possible
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of Schools and their moderate
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The reduction of Results
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now pursued. It would doubtless
Extinguish a large number of

Schools where conditions have been
disturbed by our action, and
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in Efficiency without removing
the trickery, feebleness, deception
and want of order that are
inherent, as it seems to me, to the
System of promiscuous results
- Grants as a basis of National
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is

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as the Country improves.

A System of payment
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in this Country, without great Expense
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Nor is it Surprising to find that
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responsibility of really practising and
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we may add b. of parents whose
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Such honesty is not procurable
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We have seen that the demoralization
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I submit, to encourage a bad kind
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powerful agent that can be
devised in Encouraging what
intelligent men feel to be an Evil-
- an Evil to which we are especially
exposed in India - that which is
popularly known as "Cramming".

I venture further to think
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the System are by no means inconsiderable.
It tends to blind the teacher to the
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The teacher becomes the mere
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I admit that I attach much importance to these moral influences and would recommend a careful reconsideration of the whole subject.

7/5 D Webster

Rec'd 8th June 1874

Financial 1874 Dept.

No. 970.

Minute by the Hon'ble
W. Robinson, C. S. S.,
dated 7th May 1874.—

No. 61 & 62

Letter & covered minute pertaining to the forest Branches were not written for the Secretary of State

1873

Financial Department.

No. 2129

From The Director of Public Instruction, Madras

Dated 17th November 1873.

No. 60. FOR ORDERS.

There can be no doubt that the general effect of the results quoted is the reduction & discontinuance of school fees. Parents, naturally enough prefer gratuitous Education but public opinion must be brought to bear upon them.

It is desirable that if a Teacher can obtain permission to

with fees - the grants must
be higher than they should
be - seeing that as Primitive
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35 5 10
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There must also, I think,
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of these Schools - so as to secure
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embarrassment to the Boards which
have to provide the funds.

J. D. Lyon
1/4

Fear of Result
- part. School.

c6/1/74

Recruiting
part. School

c23/5/76

Letter from the Director of Public Instruction
of 7th June 1874

970 15th

It is submitted that the present letter may be recorded and the subject of fees in Result Grants Schools dealt with when the promised proposals for the revision of the Result Grants Rules have been received.

The Director has recently been requested to expedite their submission

Copied 8th June 1874 No 970.

order

The above letter will be recorded for the present and the ~~question~~ subject of fees in Result Grants Schools dealt with on receipt of the proposals for the revision of the Result Grants which it is expected at an early date.

22/5

Very rule

To the Secretary

Received the following Minutes &c.
By Mr. Wm. Lee 8 Feb. 1874.
Mr. Richmond 7 April 1874.
Mr. Wm. Lee 22 May 1874.
Mr. Wm. Lee 2 June 1874.

Govt. of {1874 Madras.

Fwd

To the Dr of Pub Instn

G.O. 8 June, 1874, No. 970

Nos. 59-63.

Fees in Result Grant Schools.

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