

REPORT
OF THE
EDUCATION SURVEY COMMITTEE
COCHIN STATE



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REPORT OF

The Educational Survey Committee.



In the Diwan's Proceedings D. 2. 1249/06, dated 8th July 1933, Government were pleased to appoint the following Committee to consider the various recommendations contained in the Educational Survey Report of the Director of Public Instruction published for general information in the Cochin Government Gazette, dated 18th Vrischigam 1108.

Constitution.

1. M. R. Ry. S. K. Subramania Ayyar Avl., M. A., L. T., Retired Principal, Maharaja's College—President.
2. H. H. Rama Varmha Tampuran, M. A., B. Sc., Bar-at-Law, Secretary to the Diwan.
3. The Rt. Rev. Mgr. M. Edakolathur, Secretary, Cochin Aided School Managers' Association.
4. M. R. Ry. V. K. Achyuta Menon Avl., B. A., L. T., Retired Chief Inspector of Schools.
5. M. R. Ry. Marayil Krishna Menon, Avl., B. A., M. L. C., Chief Court Vakil.
6. M. R. Ry. C. L. George Avl., B. A., B. L., M. L. C., Chief Court Vakil.
7. M. R. Ry. K. Ayyappan Avl., B. A., M. L. C.
8. M. R. Ry. Sulaiman Abdul Rahiman Avl., Ex-Chairman, Mattancheri Municipal Council.

The same proceedings also indicated the general lines on which the Committee should work and submit a report to Government. The terms of reference to the Committee are appended to this report (Appendix I).

2. Government had also authorised the Committee to co-opt, if necessary, the Comptroller of Accounts to advise them on matters financial. In pursuance of this and on the strength of a resolution passed by the Committee, the Comptroller of Accounts was accordingly co-opted, and his advice taken on the financial aspect of the several recommendations the Committee have deemed it necessary to make in this report.

3. Though the intention of Government was to have the work of the Committee closed in three months from 1st Karkadagam 1108, the Committee were obliged to ask for an extension of time for 5½ months to complete the work and submit the report. The delay in the receipt of answers to the questions issued by the Committee, and in getting certain papers and statistics from the office of the Director of Public Instruction bearing on the issues raised in his Report, the Committee's personal visits to schools in some selected areas to gather first-hand information—all these in the main contributed to the time taken for the submission of this report, which was thus unavoidable in the circumstances.

Delay in the submission of Report.

4. Soon after the appointment of the Committee, a preliminary meeting was held on the 10th Karkadagam and subsequent days in the ground floor of the Darbar Hall, Ernakulam, which Government were pleased to place at the disposal of the Committee for purposes of holding their meetings and their office. In this meeting which lasted four days, the Report of the Director was read and discussed, chapter by chapter, with a view to coming to a more or less definite line of action. As a result of the discussions that took place, it was resolved to request the Director to issue general instructions to the Inspecting Officers to afford us necessary facilities and accompany us in our visits. It was also resolved that a few specific statements from the Department might be got and the opinion of the public be invited on several of the important points raised in the Report. A set of questions to be issued for eliciting answers and the list of persons from whom answers might be invited were drawn up.

Modus operandi and the details of work done.

Meetings held.

5. Besides these four days of preliminary discussion, the Committee held 28 meetings of which 24 were in Ernakulam and the rest in Trichur, where the out-house of the Puthiya Kovilakam was kindly allowed to be used for holding the meetings.

Witnesses examined.

6. A list of persons to whom the questionnaire was sent and a list of those whom we had pleasure of hearing orally form enclosures to this report. (Appendix IIa and b). Out of 254 persons from whom suggestions were invited, 138 kindly responded to our request, and it is a matter for congratulation that the response was very fair on the whole. A few of the non-official M. L. C.'s., all Heads of Departments to whom references were made on specific points, a majority of the Village Panchayats, and all the Associations interested in, and immediately concerned with, the subject, such as the Managers' Associations, the Teachers' Associations, etc., were pleased to offer constructive suggestions which have been of invaluable help to us in our work.

Visit to Schools.

7. To collect correct statistics about the strength, the staff, the accommodation, the nature of management and the expenditure on schools, the Committee were obliged, besides calling for such data from Departmental officers, to pay surprise personal visits to some of the schools in company with the Inspecting Officers. Notes of visits in the form appended were also recorded. (Appendix III). We consider that the visits were productive of good results and the information gathered thereby was of immense use to us in basing our conclusions. A list of schools so visited will be found in Appendix IV of this report.

8. We shall proceed first to discuss some of the most outstanding topics on which depend the other issues raised in the Survey Report and referred to us for opinion in the Diwan's terms of reference; we shall then give in detail in Part II our recommendations on the several points, as far as possible, in the order in which they have been classified in those terms. The financial effect of these proposals will be found in Part III of our report. After bestowing considerable thought on the subject, we are inclined to believe that a proper understanding of the following topics will make the task of considering the other points extremely easy. These general topics are (1) the Educational Expenditure in the State, (2) the Agencies of Education, and (3) Provision of Schools and these will be discussed in Part I of the report.

PART I.—OUTSTANDING QUESTIONS.

1. The Educational Expenditure in the State.

9. Any investigation of the question of further educational reforms will not, we think, be satisfactory, unless it is prefaced by a retrospect of the present situation with reference to the expenditure that is incurred by the State on Education and also the probable expenditure that can and may have to be incurred hereafter consistent with the gross revenues of the State, and the necessities of the other equally important Departments of Administration. Appendix V of the Report gives a statement of the total revenues of the State and the expenditure actually incurred on some of the major departments including education (exclusive of expenditure on school buildings) for the period extending from 1083 to 1107 at intervals of 3 years. A close study of these figures not only gives a fair idea of the huge strides the State has made in the cause of Education in these periods but also shows that, while for the 12 years from 1083 to 1095 educational expenditure increased five and a half times, the total receipts only doubled; and that during the next 12 years from 1095 to 1107, educational expenditure only doubled itself for a fifty per cent increase in the receipts. These facts suggest that the time has certainly come for us to pause and consider whether we have not reached a stage in the outlay on education beyond which it would be hazardous to proceed. It may be noted that for 1109 about 19 p. c. of the gross revenues has been budgetted for Education. This does not include

the expenditure on buildings for educational institutions, both capital and recurring.

10. A comparison of our figures with those spent for the same purpose by the sister States of Travancore, Mysore and Baroda will go to convince any one that Cochin has begun to spend practically the maximum, the percentages for Travancore, Mysore and Baroda being 18.2, 19, and 13.3 respectively. The revenue per head of population in Travancore, Mysore, Baroda and Cochin is about Rs. 4, 6, 11, and $7\frac{1}{2}$ respectively, while the educational expenditure per head in these States is Rs. 0.88, 1.11, 1.42 and 1.27 respectively. It will be seen that the expenditure per head in Cochin is high enough, consistent with the revenue. No doubt it has been suggested to us that 19 p. c. of the total revenues is not a very alarming figure, and that a demand of 25 p. c. for Education would not be unreasonable. The expenditure on Development Departments, such as Education, Medical, Public Health, etc., depends not only on the gross revenues of the State, but also on the density of population, and other factors which affect the well being of the people. Viewed from this stand-point, there is ample justification for spending more on these departments in our State than in Mysore and Baroda.

11. Reviewing the heads of revenue, we are forced to think that there are however no great prospects of expecting a larger yield from any of the sources of income for years to come. On the other hand there is sufficient reason to fear that under some heads of revenue such as Excise, a fall in income is not at all unlikely in the long run. Practically then the position comes to this, viz., that with an income more or less fixed and with the needs of administration tending to grow with time, some ways and means have to be devised to see that educational expenditure does not mount up very much higher. Taking all these factors into consideration, and keeping in mind the facts that no Government would grudge to spend a decent portion of their revenues for education, and that some reforms even in the existing system of education involving an extra expenditure are essential, we may have to allot more for Education than at present.

12. The distribution of this amount among the various branches of education has now to be considered. Taking the latest actuals available, viz., those of 1107, we find that the net expenditure of Rs. 12.12 lakhs on Education is distributed as follows:—

Distribution
of expendi-
ture over vari-
ous branches.

	Expenditure	Percentage
Direction and Inspection	Rs. 79,542	6.6
Collegiate Education	Rs. 81,594	6.7
Secondary Education	Rs. 2,22,302	18.3
Primary Education	Rs. 7,68,215	63.4
Miscellaneous	Rs. 60,422	5.0

Appendix VI of this report has been prepared with a view to demonstrate how the percentage on these various branches has been steadily on the increase from 1083 onwards. The percentage of expenditure incurred by the State on Elementary Education has been varying from 60 to 69 p. c. of the net expenditure, the percentage for 1107 being 63. The corresponding percentages of the other States will also be found in the appendix and the figures speak for themselves. What we have to emphasise at the outset is that, though the expenditure on Elementary Education is to be the first charge on the national revenues, it may not be possible for the State to set apart a much larger sum for Elementary Education hereafter, while some increased provision would be necessary for Direction and Inspection, Collegiate Education, and Technical Education.

Additional
funds by taxation.

13. This necessarily takes us to the question of the imposition of fresh taxation raised specifically in several portions of the terms of reference. Judged by the evidence tendered before us, it seems to be practically the unanimous opinion of the public that fresh taxation of any kind or form should not be imposed. There are no doubt a very few persons among those who have been kind enough to favour the Committee with their views, who consider an educational cess as absolutely necessary. However weighty their representations may seem to be, we cannot bring ourselves to accept a position which would subject the people of the State to any additional burden and to recommend to Government the levy of any kind of taxation. We strongly feel that the people are already taxed to the maximum capacity; and the levy of the income-tax recently ordered on all non-agricultural incomes has been the last resource which Government could have reasonably fallen back upon. An additional tax by way of Educational cess is out of the question and cannot, therefore, in our humble opinion, be levied.

2. Agencies of Education.

14. Education in the State is imparted through three different agencies, viz., (1) Sirkar, (2) Private enterprise with Government aid, (3) Private enterprise without Government aid. A distribution of the number of schools existing from 1083 onwards under these different agencies is given in Appendix VII of our report. Taking the figures for 1107, we find that out of 634 schools (High Schools, Lower Secondary Schools and Primary Schools included) under categories (1) and (2), only 166 are owned and managed by Government, while 468 are private institutions recognised and aided by Government. We agree with the Director in the view that such a large disproportion between Sirkar and Aided Schools has been the result of the liberal policy of what is called 'the elastic system of grants' introduced by Mr. (now Sir) A. R. Banerjee. In this connection we have had the advantage of perusing the memorable 'Blue Book on Education' of Mr. Banerjee, and of studying the principles and motives underlying the initiation of the policy. We are at one with the author of the 'Blue Book' that the encouragement of private agencies in the field of education is a very desirable thing, especially from the point of view of cheapness. A study of the conditions in the neighbouring State of Travancore will dispossess every one of the belief that the high percentage of literacy in Cochin is directly the result of the elastic system of grants. We shall just refer to the conditions obtaining elsewhere.

	Villages	Sirkar Schools	Private Schools	Total
Cochin	273	166	468	634
Travancore	3,936	553	2,333	2,891
Mysore	16,672	4,900	1,298	6,198
Baroda	2,940	2,580	46	2,626

The marginally-noted statement gives the number of villages and the number of educational institutions in the different States. It is only here and in Travancore that a majority of the schools are aided ones. The policy of encouraging aided agency in the sphere of education has been accepted there, but the aid which Travancore has been giving to private schools, bears no comparison to what has been obtaining here for the last 20 years. Though Mysore follows a system of grants closely allied to that in our State, it has not resulted in Mysore having a higher proportion of aided schools. Similarly in Baroda where 'the results-grant system' is followed, i. e., grant in proportion to the number of successful pupils, the amount varying from 8 annas in the infant class per pupil to Rs. 10 in the IV class, we notice that the number of private schools is comparatively very small. Since Elementary Education is compulsory in Baroda, perhaps that Government believes in being directly

in charge of it, and this might have contributed to the paucity of aided agency there.

15. In this connection we would like to refer to the relevant portion of the 'Statham Committee' Report of Travancore regarding the value of aided agency there. They say 'From our knowledge of conditions in Travancore, we consider that a policy of abandoning the aided agency, if applied to Travancore, would be extremely unfortunate. They represent in many cases organised enthusiasm or personal enthusiasm which unfortunately tends to be absent from the more formal and impersonal machinery of the departmental agency. As we have shown in another chapter, the missionary spirit in education would be present even in departmental institutions, if all officers were really enthusiastic about their work. But it cannot be denied that certain aided organisations whether Christian or non-Christian have a driving power behind them which, if their schools are otherwise efficient, must prove to be a welcome form of effort in the field of Education.' But what is the rate of grant they propose for aided schools? It is much less than what we pay now in Cochin, and what has been proposed by our Director in his Report, making due allowance for the differences in the general educational qualification expected of Elementary School teachers in the two States. Yet Travancore compares favourably with Cochin in the percentage of literacy and in the number of aided schools.

'Statham Committee' on the value of aided agency in Travancore

16. Much as we would therefore like to recommend the encouragement of aided agency in the field of education, we would be failing in our sense of responsibility and fairness if we do not refer to the strong feeling that exists in at least some sections of the public as well as of the existing private agencies themselves in favour of Sirkar schools as against aided ones. We have not cared to probe carefully into the motives underlying it, simply because we consider that any step at this stage to attempt at converting private schools into Sirkar ones or of assuming management of all aided schools is a matter which would be fraught with serious consequences on the public exchequer. All the same, the fact remains that there is a strong desire for Sirkar management, as is evidenced by the volume of representations that have been made even by managers of private schools requesting Sirkar to take up management of their schools. The sentiment expressed in paragraph 78 of the Director's Survey Report stands thus substantially proved. The general cause for such a desire in the minds of the public seems to us to be the impression that better efficiency will be had under Sirkar management especially in Elementary schools, while the requests from managers themselves to take over their schools should be attributed to their financial difficulties. It is only in the case of schools managed by Churches that the management does not favour the idea of Government stepping in or controlling and financing Education in its entirety. The following extract from the memorandum submitted by the Catholic School Managers' Association dealing with this point would be of interest in this connection. 'Catholic parents are bound in conscience to provide for the education of their children, either at home or in schools of the right sort. The Canon Law enjoins on them this duty strictly.... The right therefore to conduct schools is, we consider, our birthright, as much as the right to worship, the right of citizenship, in fact as any other right which a person can legitimately claim.' We do not pause to offer any criticism on this position, as we feel such criticism will not be of any help either to Government or to the Association or to the general public. We shall dispose of this observation with the remark that the obligation imposed upon the community by the Church applies mainly, if not exclusively, perhaps, to religious education, pure and simple, and that such religious obligations should not have any claim on the public exchequer.

Popular demand for Sirkar Schools.

17. We have observed that it is too late in the day on the part of Government to think of satisfying this demand for Government taking over management of all private schools, however deep-rooted or reasonable it may be, primarily on considerations of cost. How the cost of an aided school compares with that of a corresponding Sirkar one, and how the assumption of management would mean additional expenditure to Sirkar would be evident from the very

fact that to maintain 133 Sirkar Primary schools, Government spend Rs. 3,73,573, while the grant given to 406 private schools comes to only Rs. 4,26,678. Since it would not be correct to strike an average on this basis of calculation, we have ascertained from the data collected in the course of our visits to schools that the cost per pupil in a full Sirkar Primary School ranges from Rs. 8 to Rs. 9, while in a similar aided school it ranges from Rs. 5 to Rs. 6 only. If all the private schools are to be taken over by Government, an annual expenditure of about double the amount now spent on Primary Education would be the result, not to speak of the eventual charges incidental to such assumption on account of pension, etc., for the employees in all the institutions. Therefore, we consider it inexpedient to recommend that the direct control and management of education especially Elementary, should vest in the Sirkar, though as a matter of policy, we would very much desire the change.

Transfer of management to local bodies. 18. The next alternative to Sirkar management that has to be discussed is the proposed transfer of management to local bodies. The idea of popular control and interest has been much adverted to in the Director's Report, and it is with reference to this aspect of the matter that the creation of the Board of Education and local School Boards has been so warmly recommended by the Director to infuse into the machinery of Education 'Local Colour.' The idea sounds excellent, but when one tries to create such a local board in the State and work it on the ideals required of a body of local self-Government, one would begin to feel the extreme difficulty of the case. The evidence recorded by us in the course of our work tends to show that the idea of establishing local boards in the State to control Primary Education is not a workable one. While dis-favouring the suggestion the majority of those who have given evidence before us think that, in this small State where there is not much scope for difference in 'colour' with different localities, the infusion of 'local colour' is not a very important thing, and that, even if such an infusion is thought possible and desirable, it could better be done by the department itself than by local boards or school committees. We generally agree with this view, and we would go a step further and say that text books may be made the medium of infusing 'local colour' in Elementary Education. We shall revert to this subject of text books in greater detail when the question of curricula of studies is discussed later.

Creation of Local Boards out of Village Panchayats. 19. Viewed from another standpoint, we think the creation of local school boards from out of the Village Panchayat units as recommended by the Director is not feasible, as pointed out by the Registrar of Village Panchayats. "Its composition will be a problem beset with innumerable difficulties. It is only those that have attempted at forming such bodies that can understand the real significance of these difficulties. Cliques and counter-cliques, prejudices and influences will play at large in their composition and educational institutions which had hitherto to answer only to the departmental authorities will have henceforth also to face excruciating trials at the hands of these bodies formed on the bed rock of cliques and counter-cliques and prejudices and partialities. In western countries it may all be possible, but in India and no less so in Cochin, the less thought of it, the better it is for the cause of Education." The objection raised by the Registrar seems to us to be valid and extremely reasonable in view of the loud complaints often heard against the working of the Panchayats. Not only that a large number of the Village Panchayats whom we consulted are not in favour of assuming this responsibility, but we have the testimony of a President of an admittedly efficient Panchayat justifying the position that it would be obviously dangerous to entrust these institutions with the control and management of education in the State. The sense of civic responsibility is so much absent in the Panchayats that Government should think twice before inaugurating a policy with regard to Elementary Education which would be of doubtful, if not of dubious, utility and efficiency.

Continuance of private Agency. 20. From what has been stated above, it should be evident that Government cannot do away with the machinery of private agency in the field of Education. To encourage private agency means the continuance of the system of grants-in-aid. Questions relating to the revision of the rates of grants will be

discussed in the portion of the report about grants-in aid. Suffice it to say for the present that the otherwise increasing demands on Education which would be enumerated and discussed in the following pages and which would be admitted on all hands to be essential in the interests of efficiency, require a sort of revision in the scale of grants-in-aid, unless Government are prepared to shoulder the burden either of having to provide larger funds for education purposes, or of raising the required additional funds by means of fresh taxation. We hesitate to think that Government will be justified in adopting either of these alternatives, in view of the commitments on the various other departments and the incapacity of the people to pay additional taxes.

3. Provision of Schools.

21. Our aim in discussing this point at the outset is to lay down some definite principles with regard to the starting and location of the various grades of schools. The question as to whether there really is a superfluity in the existing number of schools and to what extent they can be reduced or amalgamated can be reviewed only in the light of these general principles.

22. As already stated elsewhere in this report, we have at present in the State 634 schools for 273 villages, of which 539 are primary schools. This works at about 2 primary schools for every village. A reference to the statement in Appendix VII would also show that the number of Elementary schools has been gradually going up from 1083 onwards, and that for the past half a dozen years there has been a lull in the increase. There is nothing strange in this phenomenon. It only points out that the demand for more and more schools has ceased. Time was when some communities of His Highness' subjects were refused admission into schools, necessitating the opening of separate and special schools for them, and time was when the Department was, by means of circulars, etc., calling upon unemployed educated people to start private schools. Recognition was being given to schools thus started, irrespective of the strict needs of the particular locality or village. All these have been responsible for the presence of very many schools now situated close to one another and for the absence of schools in some villages.

Elementary
Schools.

23. In this connection, the following remarks on the growth of schools in the past made by the Cochin Teachers' Association will be read with interest.—

"That there was an unhealthy growth in the number of schools (both Secondary and Primary) in the State during the last decade is well known. Even granting that in all these newly started schools, we have a minimum strength required by the Code Rules, it cannot be argued that all are on that account necessary. A peep into the genesis of most of these schools would startle people hitherto in the dark, whatever the educational needs of the locality these schools are supposed to cater. A couple of unemployed School Finals or 'incompletes' having failed to secure a living anywhere else, hit upon the blessed idea of starting a school in their locality. Someone is induced to accept the title of a Manager. A shed is put up, very often not costing over a hundred rupees, some children of the locality are lured into it, some are drawn into it from the neighbouring school or schools, often without a transfer certificate, leading to complaints and departmental enquiries. No pay is given to or demanded by the teachers till the school is in the aided list, which may be a year or more after the actual starting. The Inspector pays a surprise visit. No strength; various explanations, some real, some more imaginary than real, are given for the poor strength. A second visit is solicited. Somehow a grant is recommended. The Manager, a sleeping partner all the while, now wakes up; finds himself in a position of power and often of profit too. Endless quarrels result. He is led often by the Headmaster or some one clever on the staff. Others on the staff grow jealous. Manager's blood relations often equally unemployed, even sons and daughters, compete for posts. Persons who might have striven hard to start the school are now nobodies or sometimes dictators,

forgetting the days when they were dancing attendance on the Inspectors and the Manager.

This picture is true, if not of all the hundreds of schools started in the last decade, of at least 75 p. c. of them. The other 25 p. c. would sometimes be schools started out of equally unhealthy communal consciousness that unfortunately lords over Cochin politics and social life to-day. The few Nayar Samajam schools or Thiyya managed ones started during the period would bear out my contention. Different sections from among the same community would like to have their own schools—but none of them denominational happily—because if admissions are thus restricted they will not stand the test of a visit.

Now whatever be the reasons for this rapid growth of institutions, one fact comes out prominent; educational facilities had little to do with the growth of schools, nor philanthropic motives, nor again much capital outlay; of course an enterprising manager would try to locate his schools as far away as possible from the existing ones and in centres not very well served by schools. The department also insisted on him in doing so, though not always. Still even working under such limitations, we have to day the presence of so many schools that can well be abolished, without impairing the 'educational facilities'—a term very much abused."

All schools are however practically well-attended, and there is no justification for the position that there is a superfluity of schools. But a re-arrangement of the present schools and a regrouping on some principle with a view to giving facilities to all alike, and to reducing the wastage, can certainly be attempted in our State, without affecting efficiency and the 'educational facilities'.

Scheme of consolidation and concentration.

24. The scheme of consolidation and concentration of schools on the lines laid down in Mr. Champion's Report is evidently inapplicable to Cochin in its entirety, in as much as conditions here and in Madras are vitally different. We however think that a scheme of consolidation and concentration under which it would be possible to provide as many Lower Primary Schools as may be required in a particular area with a limited number of fully developed Upper Primary ones (central schools) may be tried in the State. The Upper Primary School should be located in a central place as far as practicable, with the Lower Primary ones all round as its feeders. The distance between the central school and the feeder school is to be fixed with reference to the maximum distance which a pupil of the Primary Department of age varying from 6 to 10 can be expected to walk. In consideration of all relevant circumstances, we deem it essential to fix half a mile as the minimum distance between one Lower Primary school and another, and to limit the number of fully developed Upper Primary Schools to be given to a particular area.

25. As the need for the exact number of schools of whatever grade in a particular area or locality depends more on the population, means of communication, etc., the question of the superfluity of the schools cannot be determined on the basis of distance alone. It is not our intention to say that, in a village where two or more schools exist within this minimum distance prescribed for that grade of school there is superfluity, justifying the abolition of any of them, especially when all are full. But we think that the needs of education in that locality would certainly not be affected by re-arranging and regrouping the existing schools on this basis, reducing some to Lower Primary ones or suppressing others where there is real superfluity. The duplication of educational effort, and the wastage resulting from many schools, not having the minimum strength, especially in the Upper Primary classes, would, we venture to hope, be lessened to the greatest possible extent by having recourse to this arrangement.

No differentiation between boys' and girls' Primary schools.

26. Another principle we would lay down in this connection is to abolish the differentiation between Primary schools for boys and those for girls. In the course of our enquiry, we have come across instances in abundance where Primary schools intended separately for boys and girls are situated very close to one another. Our visits to these have revealed the strange sight of a preponderance of boys in what are being called 'Girls' schools and of girls in

'Boys' schools'. This practice, coupled with the evidence we have collected otherwise, drives us to the conclusion that co-education in the Primary standards is not objected to in any quarter, except in the case of Catholic schools. Still instances are not wanting where Catholic schools are 'mixed' in the Primary and even in the Secondary departments. We also think that it will be of advantage to both the pupils themselves and to Government if the distinction between boys' and girls' Primary schools is done away with, and to have 'mixed' primary schools with 'mixed' staff. When we say 'mixed' staff, we desire it to be clearly understood that our impression is that small children would be taught and kept under discipline better by women teachers than by men. It should therefore be the future policy of Government to recruit more and more, qualified women teachers in the primary department.

27. By having mixed schools and mixed staff as recommended above, it will also be possible and necessary to do away with the distinction now found maintained in regard to inspections. As it is, the Deputy Inspectors visit and inspect only boys' primary schools in their jurisdiction and the Deputy Inspector girls' primary schools all over the State, notwithstanding the fact that in the boys' primary schools there are girl pupils and women teachers, and in girls' schools a majority of the pupils are boys and teachers men. Hereafter any primary school may be visited and inspected by the Deputy Inspecting Officer irrespective of the sex of that officer.

28. So far as the Secondary Schools are concerned, we think that the number of such schools in a particular area should be limited, and that the starting of fresh schools by Government or the grant of recognition or aid to new schools started by private agency in that area beyond this limited number should not be countenanced. The policy of Government should be to maintain only a limited number of secondary schools, leaving the rest in the hands of private agencies. So far no definite principle is seen to have been followed in starting secondary forms in Government schools, or in allowing recognition and aid to private agencies who have shown a desire to start these higher classes. Instances are not also wanting in which the starting of Secondary Schools by private agency has affected the strength and the position of the already existing Sirkar or aided secondary schools. Thus while starting the Upper Secondary forms in Perin-gottukara School, Government did not view its location from the standpoint of the Kandassankadavu High School also, which has been responsible for the Director's recommendation that the Kandassankadavu High School may be handed over to private agency. Thus two schools exist where one would have been quite sufficient. Again the Convent Lower Secondary School, Irinjala-kuda, was recognised, when there was no scope for two Girls' Secondary Schools in that locality. The effect of it has been that the strength of the lower secondary forms of the Sirkar Girls' school has been affected, though there is only the bare minimum strength in the Lower Secondary forms of the former. Inquiries show that the Convent School is not a feeder to the Upper Secondary department of the Girls' High School, since the strength in these forms has been barely the minimum or a little less during the last 3 years. Again the Sirkar School at Chelakara was raised into a High School when the needs of Chelakara are very well met by Vadakkancheri. Government recognised a Convent Lower Secondary School at Chelakara when no objection was raised by the people against co-education in the Lower Secondary Department as is evidenced by a fairly large number of girls even now studying in the Secondary department of the Sirkar school. The Convent school has now to make up the minimum strength by admitting girls from near Trichur into the boarding house, as will be evident from the fact that all the boarders, 20 in number out of a strength of 63 in the Lower Secondary forms, are coming from villages near and beyond Trichur.

Secondary
Schools.

29. Such indefiniteness of policy and the consequent springing up of the numerous secondary schools in the State during the last 2 decades are, we are inclined to believe, responsible for the difficulty experienced by Government in providing suitable buildings and equipments for all those institutions. This state of affairs seems to us to be far from satisfactory, and should be rectified as early as possible.

30. The best means of effecting this would be by maintaining only fewer Sirkar Secondary Schools, if necessary, on a residential basis, to suit the convenience of those coming from outside the localities. We mean the provision of hostel accommodation in as many secondary schools as possible. If that is done there need be no apprehension of educational facilities being affected. Encouragement may be given to private agencies for starting secondary schools, but only if and where they are necessary and when the interests of the neighbouring schools are not adversely affected. All Sirkar and aided schools now existing which are not fully developed, and situated in places where their existence is unnecessary, should be discontinued. Requests to Government from Managers of private schools to assume management of their schools should not be complied with hereafter, unless Government are satisfied that the discontinuance of the schools in that locality on account of the inability or otherwise of the managers to continue them adversely affect the educational needs of the locality, and that the assumption of management would not involve much additional cost to Government. In cases where these conditions are satisfied, and also when the management is prepared to surrender the building, equipment, assets, etc., unconditionally to Government, then alone shall Government take up the management.

31. Consistent again with our position that Secondary education is to be left as far as possible and as far as circumstances permit in the hands of private agency, it would be desirable to hand over some of the Sirkar Secondary Schools to such agency, if one, which in the opinion of Government can be taken as reliable and competent, is forthcoming. In the event of such transfer taking place, it would be necessary to lay down as a condition of the transfer, that the management shall retain the existing staff of that school on the same grade and pay until such time as it would be possible for Government to absorb them into the permanent establishment.

32. In cases in which teachers serving in private schools are taken over to Government service along with the assumption of management, we would suggest in the interests of both the teachers so taken over and of those already in Government service, that they should be allowed only a grade of pay equal to what they would have got ordinarily, had they been in Government service from the start.

Co-education
in the second-
ary depart-
ment.

33. Speaking of Secondary schools for girls in particular, we desire to point out that separate schools for girls have to be maintained, since we are against co-education in the secondary department, as a matter of educational policy. In the light of the opinions recorded by us from several quarters on this topic, we may observe that co-education in the Secondary Department does not generally find favour with the public and that to mix up grown-up boys and girls in Secondary schools at the most impressionable period of their life is not in the best interests of their well-being. It is therefore our view that separate provision should be made for the education of the girls.

Exceptions.

34. In making this recommendation we are not oblivious of the fact that in a majority of cases such separate schools for girls, as they now exist in the State, cost immensely to Government, quite out of proportion to the interest served thereby. To make the point clear, we have only to refer to the expenditure incurred by Sirkar on the existing Girls' High Schools. The statement in Appendix VIII showing the strength in the various Girls' schools for the past 3 years, and the money spent on them during these years throws sufficient light on the enormity of the cost to Government. From the figures given in the table, one is surprised and is inclined to ask the question why Government should continue to maintain a separate High school for girls where the strength is low and does not justify its maintenance. The question to our mind seems quite pertinent and natural, and we have spared no efforts to find a suitable solution for it. We particularly refer to the Girls' High Schools at Trippunithura, Cranganur and Chittur in which the strength in the Upper Secondary forms is low and tends to go down year by year. In spite of our being against co-education as a matter of educational policy, we have come to the conclusion,

after serious and mature consideration of the subject, that the Upper Secondary forms of such institutions should, as a matter of expediency, be immediately scrapped, provision being simultaneously made in the Boys' School in the locality for educating these girls along with the boys. It will then be necessary to provide special facilities for the girls studying in such schools and in other mixed High Schools as well, by way of retiring rooms, etc. There will also be no objection to having separate divisions for girls when their strength warrants their maintenance.

35. This takes us to the question of staff. Our enquiry has shown that though the policy of Government is to replace all men teachers in Girls' schools by duly qualified women teachers, there are even now in all the Girls' High Schools a few men teachers. It has also been represented to us that the retention of these teachers on the staff is specially done in the interests of the students. In some Girls' High schools, such as the Girl's High School, Ernakulam, where there are a few men teachers, we have found some Muslim girls also studying, and we are told that no objection has been raised against the continuance of such teachers there. Lest our recommendations regarding the three high schools referred to above, should induce parents to discontinue the studies of their children and as an encouragement to those girls who are obliged to get their Secondary education in a Boys' High School, we feel justified in recommending that one or two competent women teachers who may be willing may also be appointed on the staff of those High Schools. We have been assured that there would be women teachers coming forward to work in Boys' High Schools. We understand that a graduate lady teacher is already employed in the Secondary Department of the High School, Narakkal. Parents in localities where there are no separate Girls' High Schools who do not wish to send their girls to study in the local Boys' High School will have to send them to the nearest Sirkar High School for girls. In order that there might be an inducement on the part of such parents to do so, we suggest that in such cases Government may even offer a small stipend.

Staff of
mixed Second-
ary Schools.

36. In other words, our recommendation is that in places where the existence of a separate Girls' High School is not justified by the strength in that school, girls in the locality should be admitted and taught in the Boys' High School or they will have to go to the nearest Sirkar High School existing exclusively for girls. In adopting this position we are fortified by the action of Government in having ordered the closing of the Upper Secondary Department of the Cranganur Girls' High School. This step of the Government is, in our humble view, a bold one in the right direction, and we suggest that the policy adopted in regard to this school may very well be extended, as per our recommendation, to the other Girls' High Schools similarly placed.

PART II.—THE EXISTING ORGANISATION OF EDUCATION.

A. The number of schools.

37. The question in the terms of reference evidently contains a very tall order and we have spared no efforts to find an answer to it with the data that were supplied to us by the Department and collected by us personally in the course of our visits to schools. In this connection we would place before Government the absolute necessity of having an Educational map of the State prepared and kept. We need not say that our work has been much handicapped for want of such a map, and that, had one been available, it would have been of immense advantage.

38. We have already indicated in the general portion of our report some of the broad principles which should govern the starting and location of elementary schools and have pointed out therein the desirability of re-arranging and re-grouping the existing ones on the basis of a principle of concentration,

Primary
Schools.

whereby it would be possible to provide as many Lower Primary Schools at distances of about half a mile from one another, and some Upper Primary ones in central places. We have studied the entire question with reference to these principles and have visited schools in those areas where concentration might be effected as judged from the data supplied by the Inspecting Officers. Our conclusions aiming at reductions of some schools to Lower Primary, and amalgamating or abolishing some, with reasons therefor, summarised in Appendix IX of the report are based on these principles. In the Appendix we have given only those that are affected by our recommendations, but the list may not be said to be exhaustive.

Abolition of
special
Schools.

39. In suggesting these changes in the present arrangement of Primary schools, we have kept in view the requirements of each locality with reference approximately to the population of these particular areas, means of communication and other factors which have to be considered in such cases. It is not considered necessary to maintain hereafter any kind of denominational or special class schools, in consideration of the fact that no school, irrespective of the agency responsible for its starting and continuance, refuses admission to any caste or community. The days of refusal of admission of Depressed Class pupils into schools attended by Caste Hindus are over, and it will, besides being mere waste of public funds, be also derogatory to the prestige of the State and the people thereof, to establish or maintain special schools to serve special interests. We have in mind what are now called the Pulaya Schools, Fishery schools and the like. Except for the inclusion in the curricula of some pisciculture subjects which are not taught at all or badly taught, we have not been able to discern any difference in the education that is imparted in these Fishery Schools and in the Primary Schools. The teaching of pisciculture subjects can be made more intensive, and will be better appreciated, if such schools admit pupils coming after Primary education course. Under our proposals, these subjects will be taught in the proposed prevocational schools referred to below. Thus where there are other literary and Industrial Schools already in existence, these denominational schools must hereafter cease to exist.

40. The sum total of our recommendations in regard to Elementary schools as will be found from the statement in Appendix IX is therefore to the following effect. Against 48 Sirkar Primary schools and 137 Aided schools considered by us, 34 Sirkar schools and 129 aided ones will continue, of which about 50 will be Lower Primary and the rest Upper Primary. It is our honest conviction that the scope for further expansion in the number of Elementary schools for many years to come is very restricted especially in the southern taluks and that no attempt should be made to increase the number of fully developed Primary ones. But at the same time we would like to point out that schools in Talappalli and Chittur taluks are not very many, and are not well attended and that there would hence be scope for starting more schools in these taluks. The efforts of the Department should, in our opinion, be concentrated on the methods to be devised for improving the strength and attendance in the existing schools in these taluks and for starting new schools wherever and whenever they are found to be necessary. Plural-class teaching is already resorted to in some of the schools in these taluks (vide the statement annexed-Appendix X) because people have not yet become alive to the need for educating their children.

Recognition
and aid to
Primary
Schools.

41. Before leaving this subject of Elementary schools, we desire to bring to the notice of Government the fallacy in recognising schools without granting aid. In as much as there is no fee income from these schools, it is recommended that in the interests of efficiency, so far as Elementary schools are concerned, recognition and aid should always go together.

Secondary
Schools.

42. In keeping with the principles laid down by us *supra*, regarding the Secondary schools, *viz.*, of limiting their number and of suppressing the Upper Secondary forms in those Girls' High Schools where the strength does not justify the continuance of those forms, we have prepared a statement in

Appendix XI showing the names of those schools to be hereafter maintained, aided, or recognised, as the case may be. With reference to the Sirkar Girls' High School, Irinjalakkuda, we may specially point out that in spite of there being two Lower Secondary Schools in the locality, the present strength in the Upper Secondary forms is somewhat below the required minimum. At the same time we are not prepared to bring it under the category of those which have to be suppressed at present, because the present strength does not seem to us to be so low as to justify the abolition of the Upper Secondary forms now. The Upper Secondary forms may therefore be continued for some years more and the strength watched. If the strength goes down still further, then it will be time to think of abolishing the section.

With regard to the High School, Trichur, we have to report that the Municipal Council is not prepared to take up the management and run the institution, as recommended by the Director. The net cost in the school is not now more than what is incurred in some other Sirkar Schools, though it must be conceded that the strength has not been quite satisfactory. It has been represented to us that this school was run as a model institution and that the department was once taking all possible steps to maintain it in a high standard of efficiency. Since the number of High Schools in Trichur under private management has increased, it is now all the more necessary that the department should maintain it as a model institution. It is the opinion of the witnesses whom we have examined that the strength would improve and the net cost be much reduced if only the Department accords the institution the treatment that it richly deserves.

We had to discuss the question of the discontinuance of the High School, Ollur, in view of the proximity of Trichur schools and its past poor strength, in spite of the provision made for hostel accommodation; but as the strength is fairly satisfactory this year, we have come to the conclusion that the higher forms may continue for some time more, and the strength watched before Government decide to suppress the Upper Secondary forms.

B. Buildings and Equipment.

43. We have no hesitation in subscribing to the view expressed by the Director in paragraphs 42 to 44 of the Survey Report that school buildings, almost without exception, are in a very unsatisfactory condition, and that the problem of providing suitable school houses deserves the urgent attention of Government. What has prevented them hitherto from paying that amount of consideration to the subject is, we understand, the paucity of funds. Though to attempt at improving the condition of the school buildings, both Sirkar and aided, would mean additional expenditure to Government, either by way of actual expenditure on Sirkar buildings or of building grants to aided schools, we consider the subject so very important and necessary in the interests of the school-going population and from the point of view of hygiene and physical development, that we are not prepared to have the question shelved.

44. A wholesale improvement of all the buildings at one stretch is out of the question. Government should therefore be guided in this matter by the following considerations.

The Director says that there are at present 89 of such school buildings, of which a very few of them alone can be considered to be good. It should be the aim of Government to replace all the bad buildings by decent ones constructed on a type model in as few years as possible. If a decent sum, say about Rs. 25,000 or Rs. 30,000 is provided every year in the P. W. D. budget to be utilised for constructing these school houses it should be possible to have all the school buildings built on the type model in about 15 or 20 years. We hope that with a budget provision of about 12 to 13 lakhs of rupees in the P. W. D., it will not be difficult for the department to carry on this programme steadily.

In deciding the type and plan of a primary school building, the following requirements should be kept in view, whatever be the name and terminology by which it is called, viz. permanent or semi-permanent. We think that a Primary

Buildings.

(a) Sirkar Primary Schools started and to be started in Sirkar buildings and in buildings handed over by private parties.

School should be well ventilated, should have tiled flooring and roofing and good sanitary surroundings. The accommodation should be sufficient for the number of classes to be held. It must be sufficient in capacity to hold the maximum number of pupils in the school, the area of each class room being 22 by 18 feet. Class rooms need not be separated by permanent partitions, movable partitions by way of wooden screens (provided wooden partitions are cheaper) being sufficient, to guard against distraction. In addition to these there must be one strong room in the building for the use of the Headmaster to keep and preserve the records of the institution.

A plan and estimate of a building satisfying the above conditions were called for and obtained from the Engineering Department. A copy of the report dated 22-12-33 and the plan kindly supplied to us by the Chief Engineer form enclosures to the report (Appendix XII). The Chief Engineer estimates the probable cost of a building containing nine class rooms with all necessary items such as music shed, compound wall, well, etc., at about Rs. 8,000. Technical as the subject is, we are not competent to offer any criticism on these; nor do we propose to suggest that the estimate is high. It may, however, be pointed out that it would not always be necessary to put up the entire building with nine class rooms for all schools at one stretch, since some of them require not more than 4 to 6 rooms. In the course of our visits we found that in the Malayalam schools at Karupadanna, Ottupara and Arandapallam, a number of rooms remained unoccupied. The Department may therefore see that only as much of the building as may be required for particular schools is put up, extensions being made as necessity arises. Many of the buildings required by the Education Department for Primary Schools being for Lower Primary ones, the estimate for each school will not exceed about Rs. 6,000, and the actual cost should be much below this figure, taking into account the reductions due to tender deductions.

(b) Sirkar schools conducted in buildings taken on rent.

Until such time as it may be possible for Government to provide permanent buildings of their own, such schools should continue to be conducted in these rented buildings. Most of the rented buildings visited do not seem to be bad, except for the flooring and the absence of partitions. Though experience has shown that great difficulty exists in the matter of getting the P. C. R. works done for these buildings regularly every year, the question of leaving them cannot be considered at present. Suitable safeguards in this direction should, however, be taken to enforce that the owners of such buildings execute the necessary P. C. R. works in time.

In cases where accommodation itself is insufficient, Government should take suitable steps to provide additional accommodation to satisfy the requirements at their cost initially, if the owner is not in a position to advance the necessary amount. The expenses so incurred should be recovered from the monthly rent payable to the owner. We understand that this practice is now being followed; e. g., in the M. S. Kadupassery, the building has been repaired by Government at a cost of Rs. 650 and the amount is to be recouped from the monthly rent. If the owner does not agree to this course, separate buildings close by should be put up at Government cost.

In either event, the conditions should be made the subject of written agreements with the owners.

(c) School buildings of aided schools

Most of the buildings visited are semi-permanent sheds with thatched roof, bad or sandy flooring, no partitions, not even bamboo mat screens all round to serve as protection from sun and rain. Accommodation is insufficient for the number of classes held. The only possible way of getting the managers and owners of aided schools to improve the accommodation and quality of the school buildings is by giving building grants to them, according to the rules in the Code, since it may be impossible for them to invest more money to put up decent buildings all at once. If Government insist on the improvement of buildings with an offer of generous help, it should be possible for managers to effect such improvement. As we have already stated, Government have not been able for the past so many years to give building grant to any aided schools, with very few exceptions. The reason, we note in the Director's Survey Report (para 66) is want of funds under grants-in-aid. We endorse his statement that 'the grants which are excessive in one sense tend to starve other modes of

benefaction which efficiency requires.' We desire therefore to submit that the system of giving building grants to deserving schools should be renewed, so that in time to come the State need not have to complain of having ill ventilated, dark school buildings. From the Administration Report of the State for 1107, it is found that a sum of Rs. 5'3 lakhs is spent under grants-in-aid. The figure must have since gone up to nearly Rs. 6 lakhs. It is our point that Government should set apart a small portion of this amount towards aid to be given for building purposes. We would suggest that Rs. 25,000 every year, for about a dozen years, would be sufficient to have all the school buildings constructed on the model plan.

If, however, Government find themselves unable on financial grounds to carry out this proposal, we have to observe that it would be hard to insist on private agencies providing school buildings at any high cost. Where any private agency is not in a position to put up buildings on the model plan or to remedy the defects or to provide additional accommodation, the only alternative is to reduce the grade of the school and suppress divisions in such a way as to render the building sufficient to accommodate the maximum number of classes it may hold, or to advance the sum required for the repair or additional accommodation on condition that it will be recouped in monthly instalments from the grant.

45. The recommendation of the Director in so far as buildings for Secondary Schools are concerned seems to us very pertinent and we endorse every word of it. At any rate, we can only say that there must be a fixed programme of construction; and the expenditure to be incurred to remedy the defects in the existing secondary schools should be spread over a number of years as in the case of primary schools.

46. The necessity for copying desks in at least the Upper Primary classes cannot be exaggerated. The deficiency pointed out by the Director in this respect in paragraph 48 of his Report is real, and has to be urgently supplied.

Equipment.

47. We have one suggestion to make in regard to this matter, on which Government may consult experts and take steps to effect the necessary modifications. The suggestion is to have in all primary schools permanent masonry benches with wooden tops built up along the 3 side walls on the class rooms, and in addition wooden desks of strong pattern for the Upper Primary classes alone. By having such benches, the chances of breakage would be minimised. They not only would not involve much initial cost, but would obviate the necessity of constant repair.

The Director's suggestion regarding furniture in Secondary Schools has also to be carried out with the least possible delay.

48. In paragraphs 46 and 47 of the Survey Report, the Director has recommended that every Primary School should be equipped with a library, though on a modest scale. We fail to appreciate the force of the suggestion, in as much as it is a matter of common knowledge that pupils in elementary schools of the age of 5 to 10 are in the first place not expected to take to extra reading and secondly not in a position to make use of a good supply of books on a variety of topics. Nor do we understand the Director correctly when he suggests that the library may be made to compensate for the deficiency of individual supply. Deficiency of individual supply there may be on account of the poverty of parents, but we cannot understand how the lending of books to the little children from school libraries and the enforcement of their regular return in good and proper condition can be controlled. It appears to us that, in the event of a library of this kind being started, it will have to be replenished with fresh supplies of books at very frequent intervals due to each supply being lost or damaged in no time. For these reasons, and on the ground that the necessity for it has not been established, we are not able to recommend it for the acceptance of Government.

School libraries.

49. But as an alternative suggestion, and in the interests of the young men in rural parts who for various reasons are forced to leave off their scholastic

Village libraries.

career after the primary standards and lapse into illiteracy, and also in the interests of the teachers of Primary Schools who "without the means of travel, and of any other opportunities for social contact and culture, seldom receiving the benefits of a refresher course of studies in the whole course of their active career, gradually deteriorate into mere machines for the pumping of stray bits of miscellaneous information into the pupils in accordance with the curricula," we would like to place before Government the desirability of extending the scheme of the 'Village Libraries' which they have already started. We have studied the rules which have been framed by Government to govern these village libraries and we find that each library costs to Government Rs. 129 per year as detailed hereunder.

1. Grants for the purchase of books, etc.	Rs.	50
2. Bonus to Secretary	"	25
3. Do Assistant	"	15
4. Masapidy	"	25
5. Lighting charges	"	24
Total	Rs.	129

In our view it should be possible with a few modifications to the present rules to institute one such library in every Panchayat area. We have had the advantage of an informal discussion with the Registrar of Village Panchayats on this matter, who agreed with our suggestion to set apart a portion of the funds of each Panchayat or rather of the whole department towards the expenses necessary in connection with the libraries. In conformity with these ideas, we have framed a set of rules and annexed it to our report (Appendix XIII). The underlying principle of the scheme is that every library should be started by the people, that Government should only aid and arrange for the purchase of books and magazines, and that every library so started shall be under the executive control of a small body of committee members, composed of the President of the Village Panchayat as its President, the Headmaster of one of the Sirkar Primary Schools in the locality as its Secretary, one or two officials such as the Deputy Inspector, the medical man in charge of the rural dispensary, and two or three prominent non-officials in the locality as its members. One-third of the funds required to maintain the library should be contributed by the people, one-third by the Panchayat and one-third by Government. For the starting of the library and reading room, the people should initially collect a donation of at least Rs. 25 and remit it to Government and Government will supply the library with books worth twice the amount collected, with an almira for keeping the same. The school Inspecting Officer shall visit the libraries at least twice a year and inspect them once. With the library located in the village school, the Headmaster as Secretary or Librarian and the Inspector of Schools as its Inspector, the school would be functioning as 'the centre and the base of operations for all the beneficent activities that make for the enrichment and uplift of the village life.' We hope Government may not find it difficult to put our suggestion into effect gradually, so that in a very few years, the benefits accruing from it may be begun to be realised in all parts of the State.

Libraries for Secondary Schools.

50. So far as the libraries of Secondary Schools are concerned, we feel with the Director that the supply in almost all libraries is insufficient. Libraries attached to the Secondary Schools stand on a footing altogether quite different from those proposed for primary schools. Pupils in Secondary schools should be trained in the habit of home reading and should be encouraged to gain extra information on general subjects which are not taught at school. A variety of books in the libraries is thus essential and we do not expect that Government would grudge to spend on this very important item.

At present a secondary school gets an allotment of a yearly sum about Rs. 75 on an average for its library. This is quite insufficient. Government should find their way to allot at least an amount of Rs. 100 to each secondary school for the purpose.

51. The Director has rightly laid stress upon the want of good laboratory equipments in the secondary schools. On a modest estimate, we think that each school should be given a yearly sum of about Rs. 200 for the purchase of laboratory articles and apparatus. Of course, schools newly started would require a larger capital expenditure under this head which may be distributed over 3 years. Laboratories.

We do agree that some Government grant may be given to aided schools also for this purpose.

52. We have nothing to add to the recommendation of the Director in paragraphs 51 and 52 of his Report. It is for the Government to find out suitable poramboke lands available to be placed at the disposal of the school authorities. Play-grounds.

53. So far, we have only discussed the recommendations of the Director relating to 'buildings and equipment'. In regard to equipment and games we have to offer one or two proposals for the consideration of Government. These suggestions, if carried out, would not only save Government from the necessity of a greater provision for such expenditure, but would at the same time ensure a good application of the funds given for the school for the purposes concerned.

Our first suggestion is that a special fee of Re. 1 per year, to be called the 'equipment fee' be levied from all pupils in the Upper Secondary classes in addition to the other special fees now collected. As it would mean only an addition of annas two per student per instalment, we have been told that it would not be a very great extra burden on the parents. We recommend the levy of the extra fee, in consideration of the fact that schools have to maintain laboratories for the teaching of Elementary Science which includes Zoology, Botany, Physiology, Physics and Chemistry, and to incur periodically expenditure towards the purchase of the teaching aids such as charts, maps, and globes, etc., for the study of general knowledge subjects like History and Geography. The question of the levy of a fee of Rs. 1—8—0 per student from those who take up science subjects as optionals was also not left unconsidered, but on this point there is diversity of opinion. We are not therefore prepared to recommend it at this stage. Equipment fee.

Secondly, we would recommend that special fees such as library fee, sports fee, and equipment fee should be set apart specifically for the purposes for which they are collected. At present the practice is to merge all these special fee collections into the general revenues along with the regular fees as receipts of the department, and to allot on the disbursement side of the budget the necessary amount towards the expenses on account of these various items. This practice often results in a far less amount being spent for the items concerned. Special fee collections; utilisation of.

We would recommend that all such collections of a particular school may be deposited in the Sirkar Treasury in the Personal Deposits Account of the Headmaster concerned, and these Headmasters be allowed to draw upon the amounts according to necessity in accordance with the scale of expenditure previously approved by the department.

54. The advantage of this procedure would be in the first place that Government need provide from the general revenues only a much smaller amount for expenditure under these heads than heretofore, and secondly that the drawing from this provision will be made only in the event of necessity, and after the amount under the Personal Deposits Account is fully spent. On a rough calculation we find that the arrangement proposed will not entail any additional cost to Government.

55. So far as aided schools are concerned, we understand that even now the rule is that the special fee collections should be spent for the specific purposes, and that these amounts are not to be taken into account in assessing the receipts of the institutions. There is nothing new in our suggestion; what we desire is only that the same procedure should be applied to Sirkar schools as well.

The insistence of the levy of an additional fee of Re. 1 per year per student in aided schools has also the advantage of Government not having to give much extra grant to those schools by way of equipment grants.

C. Staff.

Employment
of trained
teachers.

56. With regard to the question whether it is desirable that nobody should in future be employed as a teacher unless he possesses a teacher's certificate, there is no doubt that a trained teacher will ordinarily do better than an untrained one, though it will be conceded that the quality of a teacher's work is not dependent merely on his undergoing successfully the course of training in any school or college, but on several other factors, such as character, temperament, environment, etc. But these points are beside the issue; so long as Government have recognised the importance of the training course, and have deemed it necessary to insist on all teachers undergoing this course sometime or other during their official career, it is desirable to insist on the training qualification at the time of recruitment.

57. But there are practical difficulties. In the case of Elementary and Secondary training the rules of admission to the training institution require an applicant to be already an employee in a Government or a recognised school. It is only very recently that a small number of private candidates began to be admitted into the training school. Since provision has to be made for the training of the untrained teachers already in service, and since it may not be possible to get a sufficient number of freshers trained year after year, it may be rather difficult to work out this principle in practice, at least for some years, till all the untrained teachers in the department are got trained. This difficulty may be minimised if the department makes provision for getting a larger number of teachers trained year after year, and if the number of freshers taken up for training is made to correspond more or less with the vacancies that may arise.

It will be all the more difficult to apply this principle to graduate teachers since the chances of a Cochinite graduate getting trained depend on the number of vacancies in the Training Colleges at Saidapet, Trivandrum and Mysore and on his being selected by the department.

58. It appears to us, however, that, in taking up this position of enforcing the rule of training, the Director is influenced by another consideration, apart from that of efficiency. This other consideration is that of cost. He says that the 'employment of the certificated teachers will also reduce the present educational expenditure'. Obviously he refers to the expenditure on account of stipends and grants given to the teachers deputed for training. The budget estimate for the current year provides a sum of about Rs. 26,000 as the probable expenditure for getting the present complement of the teachers in Sirkar Schools trained in Colleges outside and in our Training institution. This does not take into account the grants paid to aided schools in this respect. The point stressed by the Director is that all such expenditure can be saved if the condition is enforced.

Though we are not prepared to suggest the acceptance of the condition as a hard and fast rule, we wish to clearly point out to Government that we have absolutely no objection if the teachers are required to undergo training at their own cost, *i. e.*, without stipends from Government. In that case, future recruitment of teachers will have to be made on the specific conditions that they should undergo training at their own cost within a minimum period to be fixed by Government, and that their confirmation would depend on the successful termination of their training course.

Theoretically there is absolutely nothing objectionable in this, but how hard it will hit teachers is the only consideration that has to be looked into. A rule of the kind is sure to be viewed with disfavour by aspirants to the teaching profession because it deprives them of the only source of maintenance during the period they spend in the Training Institutions. A person after his scholastic career and entry into service would have, by the time he is called upon to undergo

the training, normally become the sole support of his family. To ask him to undergo training not only without any stipend from Government but at his own cost would certainly affect him financially to a great extent. We feel the force of this possible objection, but we would say that the first entertainment of persons subject specifically to the condition would take away much of its weight. From the standpoint of Government and the finances of the State, we are constrained therefore to press the desirability of laying down such a rule.

59. The above cannot, of course, affect those teachers who have already been entertained and confirmed in service, because their entry into service was when conditions were otherwise. But even with regard to them, we would suggest that the rate of stipends may be reduced. Under the present rules, a graduate teacher going out for training gets a stipend equal to half his substantive pay, subject to a minimum of Rs. 30 and a maximum of Rs. 40. A teacher selected for Secondary or Elementary training gets half the permanent pay subject to a minimum of Rs. 20 or half the permanent pay subject to a minimum of Rs. 15 as the case may be. A reduction of these rates to one-third of their substantive pay subject to a maximum of Rs. 20 and Rs. 25 for men and women respectively for the graduate training, and Rs. 10 and Rs. 15 respectively for men and women uniformly for Secondary and Elementary training, will not, in our opinion, operate as a serious handicap on them. In Baroda, the teachers under training get only Rs. 9 and that for 10 months only. Such a reduction will considerably reduce the expenditure under stipends and grants.

60. In paragraph 55 of the Director's Report he makes a recommendation to discontinue the exemption given to teachers who have put in 15 years' service, or have completed 43 years of age. Though we note that it is not a point on which we have been asked our opinion, we wish to submit that by that time such a teacher would have sufficiently acquired all the practical knowledge of the teaching profession and the training would perhaps be a superfluity in his case. Besides, a teacher with so much experience to his credit may not be sufficiently responsive to the training that may be given. In our view this concession is a salutary one, and may continue. Such teachers should enjoy the same privileges as trained teachers.

61. There is a volume of cry raised against this—what is also called the 'double shift'—system, whereby one teacher is obliged to engage two classes in a day, one in the morning and the other in the afternoon. The evidence of the Inspecting Officers of the department has tended to confirm the Director's objection that the half-time system works more often in theory than in practice. The chief defect in its working as pressed before us by the officers of the department and by others interested in the subject is that it works a serious hardship on the student population as well as on the teachers themselves. It has been pointed out very pertinently that small children who are taught on this half-time arrangement often come to school along with their elders and stay at school till the elders are ready to leave. In other words, a child having his class from 10 a. m. to 1 p. m. under this system stays at school till 4 p. m. and another child having his class only in the afternoon starts from home before 10 in the morning. The defect from the point of view of the teacher is that he is obliged to engage himself in repetition of the same lessons twice in the course of the same day, and consequently gets tired and worried. The small allowance of Rs. 5 given to him for the extra hour's teaching is no compensation for the physical strain involved. The difficulties attendant on the arrangement have also been responsible for the misapplication or rather the non-application of the system. Out of the 213 divisions of classes stated by the Director to be worked on this system, we understand that very few of them do actually follow it. What is found in the others is that both sets of students are engaged by the teacher simultaneously the whole day. From the point of view of parents also there is serious objection in regard to this. Two pupils of the same class but in two different sections, one in which the half-time system works and the other in which it does not, get two different courses of tuition, viz., one for three hours and the other for five hours a day.

Half-time
system.

The difficulties and objections raised *supra* are no doubt real, but such difficulties are due more to the absence of uniformity in all similar schools. We do not think that a small child in the first two or three classes requires tuition for full five hours, and that, as will be explained in the portion of the report regarding elementary education, it will be desirable to extend the system to all Lower elementary schools, such schools working only for 2½ hrs. a day. A teacher engaging 2 classes each day will thus have only as much work as any other teacher. This will not also occasion much strain on him. On this point our view is therefore that the present method of following the 'double shift' system has to be abolished, and all classes of Lower elementary schools should be made to work only for 2½ hrs. a day.

Specialists.

62. With regard to the grouping of schools for the teaching of special subjects such as Needle-work, Drawing and Music, we have not the least objection to Government adopting the recommendations of the Director in paragraph 57 of his Report. The evidence collected by us on the point also lends support to the view that not more than two primary schools, nor primary schools situated at a distance of more than 3 miles, should be grouped. But it is our opinion, as also that of a number of witnesses examined, that it should be the endeavour of the Department to get primary class teachers trained in Needle-work, Music and Drawing, so that in course of time we may get on without these specialists. This would necessitate a remodelling of the training course to a certain extent. This topic will be dealt with in the section relating to curricula of studies.

Pay of teachers.

63. Before offering any remarks on the question of the need for revision of the pay of teachers in the Primary and Secondary Departments, we shall give a short analysis of the revisions that have been effected in the pay since 1083. The following table speaks for itself.

Year	Vernacular	Anglo-vernacular	Secondary (Headmaster included)
1083	Rs. 5, 8 to 10, 10 to 12, 10 to 15, 12 to 15, 15 to 18 and 18 to 20	9 to 12, 10 to 15, 12 to 15, 15 to 20, 20 to 25, and 25 to 30	9 to 12, 12 to 15, 15 to 20, 20 to 25, 25 to 30, 30 to 35, 35 to 40, 40 to 50, 50 to 60, 60 to 70, 75 to 100, 100 to 125, 125 to 150 150 to 175
1089		Minimum raised to Rs. 15	
1095	Minimum raised to Rs. 15		Pay of graduates raised to Rs. 50 and the grade of Rs. 100 to 125 raised to 125 to 150
1101	Rs. 15, 15 to 20 and 20 to 25	20 to 25, 25 to 30 and 30 to 35	35 to 40, 40 to 45, 50 to 60, 60 to 70, 70 to 80, 75 to 100, 80 to 100 and 125 to 150
1107	17, 20 and 20 to 25	20 to 25, 25 to 30 and 30 to 35	35 to 40 40 to 50, 50 to 60 60 to 70, 70 to 85 90 to 110, and 125 to 200

It has to be noted that the minimum pay of a vernacular school teacher has risen from Rs. 5 in 1083 to Rs. 17 at present *i. e.*, by 240 per cent and that the maximum from 20 to 25, *i. e.* by 25 per cent. The minimum and the maximum of the pay of the Anglo-vernacular School Teacher rose by about 111 per cent and 11 per cent respectively. The minimum pay of a graduate teacher was made Rs. 50 in 1095 and is now again only Rs. 35, the reversion to the lower pay being due probably to unemployment among graduates. Though one cannot say that the maximum pay of the primary teacher is very poor, it has

to be remembered that it is not all teachers who can expect to get into that grade. Promotion from one grade to another depends upon the vacancies arising every year, and the additional posts created in the higher grades. As chances for such promotion are very meagre, it often happens that a teacher beginning his service on his minimum pay has to remain on the same pay for a very long time. Similar is the case of a teacher in the Secondary Department. The only remedy for this state of affairs is the introduction of a time-scale of pay, the necessity for which cannot be over-estimated.

64. On the basis of these general observations we proceed to consider the question of further revision.

Under the new scheme we have in view and which will be explained in the relevant portion of the report, we propose to have in the State only one class of schools instead of two as at present—Anglo-vernacular and Vernacular. It is therefore necessary to fix only the pay of one set of teachers. Considering the huge rise we have witnessed in the minimum emoluments of a primary teacher and considering also the percentage of increase in the pay of an employee of similar qualifications in other departments, we do not say that the teachers in the Primary Departments have not had full justice at the hands of Government.

Time-scale
of Primary
teachers.

All the same, a time-scale of pay, whereby a teacher can earn increments instead of having to remain on the same grade for a long period has to be fixed for them. With regard to the nature of the scale to be adopted, a series of alternative suggestions have been made to us by those interested in the matter and all these were duly discussed, with special reference to the cost thereof. To meet both the Government and the teachers half-way, we deem it sufficient to offer the following grades for the consideration of Government, viz., Rs. 17— $\frac{1}{2}$ —20, Rs. 20—1—30 and Rs. 30—1—35. The last grade is for the Headmasters who will be given a supervision allowance of Rs. 3 per mensem. The other two grades will be distributed in the ratio of 3:1. Unpassed men now in service should not be allowed promotion to the higher grade, as also those who are untrained and who have not become eligible for exemption from training.

We have carefully considered the question of providing a long time-scale for the Secondary Department teachers also. The Teachers' Association, which is the most important representative body of the State, competent to offer constructive suggestions on this point, have placed before us in their answers to the questionnaire and during the oral evidence tendered by them, a detailed scheme of revision, and have also succeeded in convincing us of the need for some reform. Unable though we are for reasons beyond our control to accept their scheme in its entirety, we hasten to assure them that their cause has our sympathy, and that we would, as far as the resources of the State permit, recommend to Government a definite improvement in their position.

Time-scale
of Secondary
teachers.
(Headmasters
excluded.)

Though at first we had the idea of recommending a uniform time-scale for all these teachers, the result of the calculations we made about the extra cost to Government on account of that proposal, compelled us to reconsider the position and adopt quite a different basis.

We would therefore suggest two different sets of scales, viz., Rs. 35—3—80 and Rs. 80—4—120 in the proportion of 3 to 1. From the figures furnished to us by the Comptroller of Accounts we find that there are in all 319 teachers in the Secondary Schools, of whom 74 are in the grades of Rs. 90—110 and Rs. 70—85 and the rest, viz., 245 in the other four grades. We would allot 75 posts to the higher grade of our proposal and 244 to the lower one, so that teachers already in grades above Rs. 60—70 may not be adversely affected by our suggestion.

65. In view of our proposals regarding the revision of the scales of pay of the teachers, we do not think that any selection grade appointments are called for.

Selection
grade ap-
pointments.

66. The present scale of pay of the Headmasters of the Secondary schools is Rs. 125—5—200, the maximum being reached in 15 years. Often, if

Headmasters.

not always, a person happens to get into this grade when he is far advanced in service and in age, and no one will have the chance of reaching the maximum, not to speak of earning the maximum pension. It is therefore only quite in the fitness of things to so arrange the yearly increments as to enable one happening to be appointed to the post to reach the maximum at least one or two years before his retirement at the age of 55.

In our proposals regarding the pay of secondary teachers, we have put down the maximum at Rs. 120 and in our proposals regarding the pay of the Inspectorate, we mean to recommend a revised grade for the Deputy Inspectors in keeping with their responsibilities and status. As the Headmasters of Secondary schools should in our view have a minimum higher than the maximum pay of the teachers and the Deputy Inspectors, it is necessary that the minimum of their grade should be fixed at least at Rs. 150. Taking all these facts into consideration, we would fix their grade of pay at Rs. 150—10—200.

67. There would then be no necessity to have any selection grade posts for Headmasters, who have no hope of rising to anything higher as recommended by the Director.

Allowances
to Head-mas-
ters of Lower
Secondary
schools.

68. We agree with the suggestion that the Headmasters of Lower Secondary schools should be given a charge allowance, just like Primary school Headmasters. This is necessary specially because there is no special grade for these Headmasters of Lower Secondary schools and greater responsibility than that of the regular class teacher devolves on them. As to the amount of allowance to be given, we would fix it at Rs. 5 per mensem.

Pay of Spe-

69. The most satisfactory grading of specialists for purposes of fixing their pay will be with reference to the class of institutions in which they are expected to teach. There are three different classes of schools, Elementary, Secondary (lower and upper) and special schools such as the Training Institution.

Elementary
School special-
ists

Under this category there are music teachers, needlework teachers, drawing teachers and Koran teachers. The present grading of these respective specialists is as follows.—

Music	Rs. 20
Needlework	Rs. 20 and 20—25
Drawing	Rs. 20
Koran	Rs. 15—20

Regular teachers get Rs. 17, Rs. 20, and Rs. 20—25 in Vernacular schools, Rs. 20—1—25, 25—1—30, and 30—1—35 in English schools.

Since we have not been able to understand the reason for the provision of a special grade in the case of the Needlework teachers alone we do not want that the distinction should be maintained. All specialists in the Elementary schools will be in the same grade of Rs. 20. In view of our proposal to replace these specialists in the long run by means of regular teachers, there would be no justification in ordering a revision of their pay at present. The case of the Koran teachers also does not deserve any special notice seeing that their pay was raised only very recently from Rs. 10 to Rs. 15—20.

Lower Se-
condary and
Upper Se-
condary spe-
cialists.

They include Pandits (Sanskrit, Malayalam, Tamil, and Arabic), Drawing Masters, Drill Masters, Needlework teachers, Music teachers and Hebrew teachers.

We note that, while Sanskrit Pandits are put in two different grades, viz., Rs. 25—50 and Rs. 20—30, Tamil Pandits in three grades, viz., Rs. 25—50, Rs. 20—30 and Rs. 20—25, and Arabic Pandits in two grades of Rs. 25—50 and Rs. 20—25, the Malayalam Pandits are in the same grade of Rs. 25—50. This differentiation between Sanskrit and Malayalam Pandits has been made, probably because in Lower Secondary classes Sanskrit is taught by Pandits but Malayalam generally by class teachers. We think it would be more equitable to reclassify them according as they are to teach the Lower Secondary or the

Upper Secondary classes, and to have a uniform grade for all of them in each of the two departments. It would accordingly be desirable to fix the two grades at Rs. 20—1—30 for the Lower Secondary and Rs. 30—2—50 for the Upper Secondary.

Drawing Masters are now in two different grades, *viz.*, Rs. 25—2½—50 and Rs. 20—1½—35. The grade seems to be very fair, though there can be no possible objection to regrading the pay as Rs. 30—2—50 and Rs. 20—1—30 as in the case of the Pandits, and in distributing a number of posts between them in the ratio of 1:7.

The pay of Rs. 20—30 for Drill Masters, of Rs. 20—30 for Needlework teachers and mistresses and Rs. 20—30 for Hebrew teachers in the Secondary Department does not stand in need of any immediate revision, in view of the low qualification prescribed for the posts.

With regard to Music teachers in the Secondary Department, the two grades now obtaining are Rs. 35—50 and Rs. 20—25. We recommend that the grades may be altered into 30—2—50 and 20—1—30 for the Upper and the Lower Secondary Departments respectively.

The grade of the Pandit, the Music teacher, the Drawing teacher, and the Needlework teacher in this institution may be uniformly fixed at Rs. 30—2—50 for each. The pay of the other specialists does not in our opinion need revision. We have only to observe in this connection that in appointing specialists to the Training Institution, selection should be by merit, and not by mere seniority.

Specialists
in the Train-
ing Institu-
tion.

D. Curricula of Studies.

70. In dealing with the subject of the extension of Elementary Education course and the curricula for it, we have been concerned primarily with the question of the object and the usefulness of the course, the defects in the present curriculum of studies and the measures to be taken to remedy them. We were aware of the existence of a special committee—The Elementary Vernacular Education Committee—appointed by Government to study and report upon the question in all its aspects and were at first reluctant to handicap the efforts of that Committee by offering any opinion of our own in a matter of such far-reaching importance and usefulness to the mass of the population of the State. But on second consideration, based chiefly on the circumstance that the terms of reference to us specifically raise this point and expect us to give some definite opinion on it, we have deemed it necessary to tackle the problem and set forth our views before Government to guide their future policy in that regard. We wish also to inform Government that in making our recommendations on this point we have ascertained the views of that committee on some of the broad points connected with the subject. Copies of our letter to that Committee and their resolutions are appended to our report. (Appendix XIV).

1. Elementary
Education.

71. We have considered their resolutions which could not but be tentative since that Committee had not been able by then to collect all the data required; and we have come to some definite conclusions which will be adverted to below.

We are thankful to the Chairman and the members of that committee for giving us their views on the points referred to them.

72. There cannot be two opinions on the point that Elementary Education should be complete in itself and it will be erroneous in principle to regard it as merely a preparation for secondary or higher education. The aim in making it free and the demand to make it compulsory are based on this principle. It is not our purpose here to discuss the ethics or propriety of compulsory elementary education; nor do we propose to consider in detail that issue, except by offering some general observations, in view of certain remarks made about it in the recent sitting of the Legislative Council in connection with the Primary Education Bill. We wish to confine ourselves mainly to whether mass

education, which is a leading charge on the public revenues of the State, and which is intended to be given free to the youth of the country irrespective of caste, religion or sex with a view to improving the literacy of the people, does at present keep up the ideals required of it, and how far it stands in need of revision.

Compulsory education.

73. The question of introducing compulsory education in the State was considered so early as 1095 during the Diwanship of Mr. (now Sir) T. Vijayaraghavacharya, when it was referred for opinion to the Education Code Revision Committee. That committee in which two of us (Messrs. S.K. Subramania Ayyar and V.K. Achyuta Menon) had the privilege of being members reported that no coercive measures should be resorted to until all attempts to extend education on a voluntary basis were tried. The percentage of literacy which was then 63 was reached without resorting to compulsion, and the parents and guardians in the State were anxious to send their children to school. Wherever schools were started they were full all at once, and additional accommodation had to be provided for in a very short time. The concessions given to the backward and depressed classes were fully availed of by them, and the strength of the pupils of these communities has always been on the increase year after year.

Fourteen years have elapsed since Government accepted the views of that committee and decided that no compulsion was called for. It may be of interest to ascertain how elementary education has progressed during this period, and whether any necessity has arisen for introducing compulsion now in the whole State or any local area.

The following statement exhibits the number of schools and the number of school-going children from 1095 to 1107 at intervals of 6 years.

Year	Primary Schools		Number of pupils			Number of school-going pupils	
	Boys	Girls	Backward	Depressed	Muslims	Boys	Girls
1095	364	65	13,786	2,992	Not available	66,602	69,115
1101	445	63	33,575	2,962	4,378	72,444	74,420
1107	562	72	41,576	9,633	6,294	90,845	87,627

It is seen that, during these 12 years, for a 50% increase in the number of schools, the increase in the number of pupils of the backward and depressed classes has been threefold, while the increase in the number of Muslims is presumably twice, and that the percentage of school-going children to the number of children of school-going age has increased from 63 to 84.

The only areas in the State which can be considered as backward in point of education are the Talappalli and Chittur Taluks, where people do not take sufficient interest in educating their children on modern lines. We have recommended elsewhere in this report that the Department should concentrate its efforts on improving the strength and attendance in these areas. In paragraphs 39 and 40 of the Director's Report, he has also referred to the special measures that have to be taken to make the people realise the advantages of sending their children to a modern school in preference to a pyal school. We have been told that pyal schools are preferred merely for the reason that such schools are in charge of the pupils for practically the whole day, when the parents are out for farm work. It would be sufficient if in such areas schools work only during certain seasons of the year when the parents may be quite willing to send their children to schools. We are emphatically of the opinion that compulsion will not be a success in these areas.

So far as the other parts of the State and other communities are concerned, for example the Nambudiri section, there is absolutely no need for compulsion. Special encouragement in the shape of stipends for some years, as recommended by the Director, will quite suffice to improve education among this community. It was pointed out by the Manager of the Jews' School, Ernakulam, in which the average attendance is only 30 per cent and the average cost per pupil is Rs. 20, per annum that Government should resort to compulsion if attendance should improve. Further investigation may be carried on before final action is taken.

74. As we have remarked, Primary Education should be complete in itself, and the aim is that the pupil going out to enter life after his course should be equipped with a working and rudimentary knowledge that would be of help to him in starting life, earning a livelihood and taking an intelligent interest in the well-being of his village. In other words, it is, as the Director has remarked, a preparation for the duties of citizenship. How far the present course is a preparation for it is a matter which seems to be rather questionable.

75. Any efficient system of Primary Education should satisfy the following conditions:—

(1) Pupils should be admitted at a sufficiently advanced age so that they may be benefited by the instruction imparted at school.

(2) The course of Primary Education should be extended to a sufficiently long period so that by the time the pupils leave the school, they should have assimilated what has been taught and should be in a position to take without much extraneous help, an intelligent interest in public life.

(3) The curriculum and teaching in rural areas should be suited to the environment of pupils, should have a bearing on the village life, and should "draw strength and inspiration from the life of the country-side".

(4) School hours and vacations should not aim at dull uniformity but should be so arranged as to suit the different conditions in different localities, always taking care that children are required to attend school before the hours of daily labour but not after it.

(5) Every class should have a teacher and the classes should be full to reduce wastage as much as possible; but at the same time the number in each class should not be too many.

(6) Teachers who are employed specially in rural schools should, as far as possible, be recruited from those rural areas themselves so that they may be able to make the pupils appreciate that the acquisition of knowledge has some relation to actual life.

and (7) The inspecting and supervising staff who are expected to guide the teacher should be sufficient in number and should take all possible steps to reduce wastage.

76. Judged by these standards we would indicate below the remedies and improvements that may have to be effected in the present system of Primary Education in the State.

Out of the 634 schools in the State 522 are in rural areas and the rest in urban parts. Out of the population of 12 lakhs in the State, the rural population is about 10 lakhs. From the statement of strength of classes 1 to 4 in the Primary stage in all the schools, it is found that out of about 45,000 pupils admitted into class I in a year about 15,000 alone reach the 4th class; that is to say 30,000 drop off during the course. Calculating at Rs. 7 per pupil per year, the wastage on account of such pupils leaving off before the completion of the course will be nearly 4 lakhs of rupees. While in countries where the Compulsory Education Act is being worked, pupils continue in the same class for a number of years and thus stagnate, in our State on account of the minimum strength of 30 that is required for eligibility of full

grant, the defect is more in laxity of promotions, which has been strongly commented upon in many of the replies to our questionnaire.

Minimum age
for first ad-
mission.

77. In the first instance, under the present system of a four years' course with a rather crowded curriculum and with no minimum age for first admission of pupils whereby a boy or girl happens to finish the elementary course before he or she is 8 or 9 years of age, we are forced to have to record that it reveals an unsatisfactory state of things which has to be deprecated.

It is the opinion of the Inspecting Officers and other educationists who have expressed their views on this point that it is found extremely difficult to manage at school a child who is below 5. It would be a salutary principle, according to them, if a suitable minimum age is insisted upon which would avoid the school being converted into a nursery as at present. Opinions are divided about the minimum age to be fixed. It has been argued that, if the education given is to be effective, the age should be raised to 6 or even 7. We feel that, if children who have completed 5 years on the date of admission (Edavam) or would be completing 5 on the 1st of Chingam following the date of admission are alone admitted, complaints would be minimised. In the case of those children who seek admission into the school in a higher standard after a course of satisfactory private tuition, we would recommend that they may be allowed to sit for the annual examination and admitted into the class for which they may be found fit.

78. With regard to the course of Elementary Education which, consistent with the ideals required of it, and consistent also with the age of the pupils, should be considered as normal, it has been the definite opinion of all concerned, and of ours too, that the present course of four years is insufficient. There was, as Government are aware, a time when a five years' course was in vogue, and we consider that the reduction of the course by one year has adversely affected its efficiency. We hold that a 6 to 7 years' course is desirable. But as a first step we would strongly recommend that a five years' course be introduced, with such modifications in the curricula of studies, as will be explained below.

79. As to the question of subjects to be taught in this course, the following extract from the 'Indian Statutory Commission Interim Report on Education' is to the point.

"While in a Primary School in India, little can be expected at present beyond instruction in reading, writing and Elementary Arithmetic, and while the need for extending literacy is so great that for some time 'three R's and no nonsense' must be the motto of the schools, it is essential that the instruction should be related in the early stages to matters which the village child sees and knows and understands. He should be taught to read and to do sums about things which are a reality and not a mystery to him. The great majority of villagers are in urgent need of better conditions of life, better sanitation, medical relief, freedom from debt and social and intellectual awakening. We, therefore, feel strongly that the aim of every village school should include not merely the attainment of literacy but the larger objective, *viz.*, the raising of the standard of village life in all its aspects. A well attended school directly related to the surrounding conditions can do much towards training the younger generations in ways of hygiene, physical culture, improved sanitation, thrift and self-reliance. The school itself can also, as notable examples have proved, claim a leading and respectable place in the village community by directly assisting in however simple a manner, in the provision of the simple medical relief, adult instruction, vernacular literature and attractive recreation".

Practical work should occupy a large part of the time merely for its educational value and its training in manipulative skill but not for its economic value. It should consist of a variety of exercises and the pupils should participate in those occupations so that they may be of assistance to them in making an intelligent choice later. Pupils will thus have complete freedom of choice so that different tastes and aptitudes may be tested and subsequent selection of pupils for particular types of vocational training may be rendered easy.

Bearing these facts in mind, the curriculum should, in our opinion, include the following subjects. Language (vernacular), Arithmetic, Elements of Hygiene and sanitation, Physical Training, History of Cochin especially Civics, Geography of Cochin and the Madras Presidency, Drawing, English as a subsidiary subject in the highest two classes, Music and Needlework for girls, and practical work illustrative of a variety of occupations such as gardening, paper-work, basket-making, etc.

80. In the course of the discussion of this question we have been impressed with the popular demand that is being made in the rural parts, for the provision in all schools for the teaching of English. We take the demand as arising from the general notion, not ill-founded certainly, that a working knowledge of English has come to be considered as very necessary in these days in any walk of life. Paradoxical as it may seem, when the cry in the air is now-a-days for vernacularisation of education, the demand for a smattering of English in the elementary stage cannot be brushed aside.

Teaching of English in the highest two classes.

It is therefore suggested that provision be made in the curriculum for the teaching of English as a subsidiary subject in the highest two classes in the five years' course. Vernacular is to be given its due share of importance as is claimed for it, but this cannot, in our opinion, be a hindrance to the inclusion of English also as part of a child's education in the elementary stage.

81. The teaching of English as one of the subjects in the last two years of the course naturally leads to (1) the future of the existing Anglo-vernacular schools where English is now being taught in all the four years and (2) the fitness of the children undergoing this revised five years' course with only two years of English study to be admitted into Form I for higher literary education. Under the proposals which we have made, we have no intention of continuing the present Anglo-vernacular schools as such and at the same time maintaining the preparatory class for pupils coming out of the present vernacular schools to qualify them for admission into the Secondary Course. Hereafter there will only be one set of schools—the elementary schools—instead of two as at present. They will be divided into two grades. The school having the first three classes will be Lower Elementary. Any pupil coming after the five year course should be fit for Secondary Education. If considered necessary, the teaching of English may be begun a year earlier in Elementary classes in urban areas.

One class of Elementary Schools.

82. We have not lost sight of the point that it is only the purely vernacular course of education that has been made free by Government and that fee is levied from pupils in Anglo-vernacular schools. It needs no specific mention that in doing away with the distinction between the two classes of schools and providing for tuition in English in all schools, the present arrangement of levying fee for English Education has necessarily to be abandoned. In other words the full five year course of Elementary Education will be free throughout.

Elementary Education free.

These recommendations of ours, no doubt, would affect to some extent the Government revenue, in that they involve the loss to Government of the fee collections from the English Primary Schools to the extent of Rs. 40,000 and the extra expenditure on account of the provision for an additional class in the Primary Department. This is inevitable and has to be faced.

83. While discussing the subject of Vernacular studies we would very much like Government undertaking a reform in the matter of editing and publishing vernacular text books for the Elementary course. In suggesting this course of action, we are influenced by several considerations and have not ignored the probable objections that might be raised against such a procedure.

Departmental Publication of Vernacular Text Books.

In the first place we note that the present text books intended for the Primary children are sadly lacking in that one element of useful variety of lessons which are as much, if not more, wanted in school texts in the lower classes, as in home life. Lessons containing useful information on general subjects of rural interest and local environment will be better taught and understood by children of those particular localities; hence if one common text book containing a variety of lessons is available, there will be wider scope for selection

to suit particular localities. As there are advantages in the latitude given for choice, we consider that Government would be justified in adopting such measures as would ensure the possibilities of having a set of books satisfying the above needs. Besides having a good quality of books, we have been satisfied that it would be possible to sell the books much cheaper—an important measure of relief and satisfaction from the guardians' point of view—and to have their get up and printing done in the most satisfactory manner on good paper. Not that we mean that the present publications are bad, but we think a better type of books costing less can be made available for children if Government undertake this task.

The only possible objection which might be raised against the suggestion is that it attempts to kill or under-rate the importance of private enterprise. The objection seems to us to have no great force and therefore does not appear to deserve serious notice.

84. We would like also to refer in this connection to the suggestions we have made in the section relating to "staff", about the duration of work of the pupils of the Lower Elementary Schools. We have remarked that such pupils require to be taught only for $2\frac{1}{2}$ hours a day.

85. By having only $2\frac{1}{2}$ hours' work for each class in the Lower Elementary Department, a possible means of retrenchment suggests itself. Two alternative suggestions have been put forward and they are (1) to manage with one teacher for one class of two divisions or for two classes of one division each and (2) to continue to have one separate teacher for each class, but to reduce his pay to some extent, consistent with the reduction in the hours of his work. These seem to us suggestions worth serious examination.

Under the first alternative there will be a considerable reduction in the number of teachers required. To us this sounds as a good proposition, since, without the sacrifice of efficiency, it goes a great way towards reducing the educational expenditure.

There is considerable difference of opinion both amongst the inspecting officers and among the other witnesses we have examined, as regards the wisdom of the second alternative suggestion. The position is not disputed that pay is given for work done, and that the fixing of a pay of Rs. 17 for five hours' work a day on an average does not mean that for one who has to do only $2\frac{1}{2}$ hours' work a day, the same rate should be maintained. Whatever be the value of the position from an argumentative point of view, we certainly do not think that it is a workable suggestion, and are not therefore prepared to carry it further.

School
hours and Va-
cations.

86. Our enquiry goes to show that the department has been sanctioning requests for change of school hours and for the fixing of vacations during the harvest season or the fever season in malarial tracts, etc., and a list of schools enjoying such privileges is appended to this report (Appendix XV). This is a wholesome practice and should continue.

Plural Class
teaching

87. With regard to the fifth condition that a school should be both economical and efficient, it is a matter for gratification that there are no single teacher schools at all in the State and that even plural class-teaching is resorted to only in special areas where the strength and the attendance are low. A list of such schools is found in Appendix X. In this connection we would like to recommend that teachers should be appointed for different classes if the total strength which a teacher has to manage under the system of plural class-teaching exceeds 30. The difficulty in the southern Taluks of our State is that classes, especially Lower Primary, are over full and there are as many as fifty in a class. Hence the problem with which we are concerned here is the fixing of a manageable maximum. It may be fixed at 40.

Selection of
teachers for
training.

88. In order that instruction imparted in Elementary schools may be efficient, it is essential that great care should be exercised in the selection and training of teachers. The teachers employed especially in village schools should be men with an essentially rural out-look and should, if possible, be selected from areas in which they are expected to work. They should, in addition,

receive a comprehensive and thorough training in the Training Institution in the subjects of instruction and also should be given a fairly general idea of the problems of rural uplift (i. e., a general outline of agriculture, co-operation, rural sanitation and reconstruction) so that they may be in sympathy with rural conditions and may understand the rural problems. It is well known that there are misfits in the teaching profession as in others. It is with a view to avoid this that it has been suggested elsewhere that the Board of Education should ascertain the number and distribution of vacancies that are likely to arise in the beginning of the academic year and should make a selection from among the applicants from the areas in which the vacancies are likely to occur.

89. We are told in paragraph 54 of the Survey Report that 1,623 teachers in Sirkar and Aided Schools now remain untrained, of whom 1,393, being undergraduates, school finals and unpassed hands, have got to be trained in the G. T. Institution, Trichur. The figures furnished to us lately by the Principal of the Government Training Institution show that about 1,528 untrained teachers—930 secondary and 598 elementary have put in less than 10 years' service. The forecast made by the Director that it will take at least a dozen years to get all these men trained should therefore be correct. There is also the chance that many of these would become eligible to claim the exemption from training under the provisions of the Code, by the time they are called upon to undergo training. It is therefore essential that every endeavour should be made to get all these men trained in as short a time as practicable. The only possible means of doing this is to increase the accommodation of the present Training Institution, to enable about 300 students to be admitted and trained in one year. After providing for the probable number of private students seeking admission, there will still be accommodation for about 250 employees in schools every year. Thus in about 5 to 6 years it will be possible for Government to ensure that all the teachers in Sirkar and Aided schools are qualified for the profession.

90. In view of our recommendation that qualified women teachers should be entertained in the Primary Department, it is extremely necessary to make provision in the Training School for getting a large number of them trained. There is thus ample scope to open another Training School for women or at least to attach a separate section for women to the present Training Institution.

Provision for training of women teachers.

91. We agree with the Director when he remarks that the choice of subjects and the framing of the curricula for Secondary Education in the State are rather restricted by the rules of the Madras University. We have therefore not thought it fit to tackle this question, so far as the literary course of Secondary studies is concerned; but our attempt has been to consider the advisability of imposing the present system of Secondary Education even on those who find it necessary to stop with the Secondary Education. The latter class of pupils are obviously not at all benefited by this present course which, to say the least, does them more harm than good. It is this aspect of the question that we mean to deal with below.

(ii) Secondary Education.

92. The question is closely allied to and connected with the question of vocational education. The general impression that has gained ground, and correctly too, is that the present system of vocational instruction imparted in our rural industrial schools is not at all satisfactory, and demands improvement in several directions. We generally agree with the observations of the Director in paragraphs 174 and 175 of the Survey Report pointing out the defects in the present system, and we have been satisfied on the evidence of some of those very people who are engaged in working this system, for example the Superintendent of the G. T. School, Trichur, the Industrial Inspector and the Head-master of the G. T. School, Ernakulam, that an overhauling is absolutely and urgently required, if any decided improvement is to be expected out of the vocational education. Our suggestions based on this principle have been made with a view to enhance the usefulness of the education that is imparted.

Vocational education.

93. A bifurcation of the course of the Secondary studies after 5 years of elementary education is what we have in mind. Under this bifurcation scheme, provision is to be made for two sets of courses, *viz.*, 'literary secondary' intended

Bifurcation after the elementary stage.

for those students who go up for higher collegiate education and 'industrial secondary' or more strictly 'pre-vocational' course intended for those who cannot and have not a desire to pursue their literary studies.

About the course of literary secondary studies we have not much to say, except that it should comprise as now a course of 6 years to take a pupil for the School Final Examination. As things stand, its curriculum must conform to the rules of the Madras University.

Home pre-
paration
course in
Girls' High
Schools.

The desirability of providing a 'Home preparation course' in Girls' High Schools as an alternative to School Final by introducing some subjects in the curricula such as Hygiene, First Aid, Domestic Science, Cookery, Needle-work, and such others, to enable a girl to understand the theory and practice of home life, may be considered. We feel that such a course for women in schools will render them more fit than now to enter life after their career in schools, especially in the case of girls who do not wish to prosecute their studies further. Another advantage is that it will easily pave the way for the establishment of what are called 'adult education centres' for women, where girls that have undergone this course can offer instruction to adult women on these subjects as part-time occupation. We would even recommend that adult women also, if willing, may be admitted into schools for this course alone. It is the opinion of the Committee that provision may be made in the High Schools at Trichur and Ernakulam for this special course.

Pre-vocation-
al schools.

94. The pre-vocational course will be provided with a less academic and more practical curriculum which would be related to the actual requirements of the pupils and the society into which they are entering. It should extend over a period of 4 years and should impart instruction in literary and industrial subjects both in the theory and the practice of the several cottage industries introduced. Such schools will teach literary subjects such as English, Mathematics (as much as may be required for the particular industry studied), Science (Principles underlying the industry) and Drawing, for half the session daily, the other half being devoted to the study of the industry selected. Such a curriculum may appear to be heavy, but as it will be a continuous and complete single course, it is possible to lighten it by spreading the curriculum over 4 years. Education in these schools should be free, but the system of giving stipends and scholarships should be discontinued.

The above are the main principles underlying the special course suggested. Now the carrying out of the suggestions involves many points which have to be cleared.

Staff.

95. The first is about the staff required for these schools. It is evident that the present teachers in the rural industrial schools have mostly no general knowledge of the theory of the industries, much less any literary attainments. If the Committee's scheme is to be a success, the staff of such schools should have a sound knowledge of English and should be able to teach the pupils everything connected with the industries, theory included. As such teachers are very rare now, the first thing to be done before establishing these schools is to get some teachers, possessing an aptitude for it, trained in the subjects, in some school or college outside the State offering such instruction. Till Government are in possession of that full complement of teachers necessary for the starting of schools in large numbers all over the State, a beginning may be made in three or four important centres such as Ernakulam, Irinjalakkuda, Trichur and Chittur by opening immediately schools of the type recommended by us. It will not be difficult with a proper selection to find out suitable candidates to form the staff required for these institutions at present.

Wherever the new schools are started, the rural industrial schools will have to be closed; the others should continue till they are gradually replaced by new ones, or till the most competent among the staff are absorbed in the new type of schools, after training, if so required. This suggestion is solely made in the interests of teachers employed now in the rural industrial schools, who will be obliged to go without employment, if we are to recommend the abolition of all industrial schools at one stretch.

The third point is the standard of attainments expected of a pupil coming out of this type of school and his future. A pupil after his elementary education for 5 years and after successfully undergoing a course of 4 years' study in the new pre-vocational school, should be fit to engage himself in any trade or occupation and earn a living for himself, consistent with his age. His earning capacity would not only be more than that of one who takes a purely literary course of Secondary Education but also more than that of an ordinary workman in that occupation who has had no training or tuition in any school. Having learnt both the theory and the practice of any particular industry, the student should be expected to be fit to go out for work and earn wages, or to have cultivated a taste for further development of the knowledge of that branch of study. That is to say, a boy of 15 years coming out of this pre-vocational school is, either in a position to eke out his own livelihood, or to continue in that same branch of study in an advanced institution teaching the subject on a scientific basis and to specialise in one industry or other. It is also our idea that such facilities should be provided for in the Trades Schools at Trichur and Ernakulam by suitably extending their scope and activities. Subjects such as Mechanical and Electrical Engineering, Commercial Studies on an advanced basis and others can with advantage be introduced in these institutions opening out chances for promising young men to specialise and qualify according to their aptitude and taste.

It will be seen that the choice of a career has to be made by a pupil of about 11 years or his parent, and in some cases the choice may turn out to be wrong. In such cases it is necessary to provide adequate safeguards to enable such pupils to get a transfer to the literary course after undergoing some training in the pre-vocational schools. We believe that the attainments of such pupils should be quite sufficient to entitle them for admission to a class lower by one year than the one in which they might be studying.

96. To summarise, a student going out of the Elementary School will enter life or a pre-vocational school, or a Lower Secondary School. (2) A student after the pre-vocational course of 4 years may enter a technical institute, or seek a transfer to the literary side by getting himself admitted into Form III of a literary school or may enter life as a skilled workman. (3) A student from a Lower Secondary School will go up for the High School course, or can enter a technical institute, and undergo an intensive course in one or more industries. (4) A student after passing the School Final is free to enter either a technical institute, or undertake Collegiate Education to enable him to join a professional college or an Arts College.

E. Grants-in-aid.

97. While discussing the point regarding the Educational agencies in the State in Part I of the report, it was suggested that a revision of the existing rates of grants-in-aid has become a matter of necessity. The position was emphasised that in order that "the other modes of benefaction which efficiency requires" may not be starved, some readjustment of the rates has to be made. Considering the extent of aid that is being given in Madras and Travancore for private schools, there cannot be any ground for dispute that Cochin has been over liberal in this respect, as we shall try to show below. A comparison with Mysore and Baroda would serve no useful purpose as a large majority of schools there are Sirkar ones. It may be seen that in Mysore the principles of grants-in-aid are practically the same as in our State since 1922.

98. In Madras and Travancore, the scale of grants to teachers has no relation to the scale of pay of those in Sirkar Schools, fixed amounts of grant being paid to teachers of particular standards based on general qualifications, according as they are trained or untrained. In the system obtaining in Madras an untrained teacher of the Secondary grade (a complete School Final) gets a fixed grant of Rs. 12 per mensem and a trained one Rs. 16 $\frac{2}{3}$. An efficiency grant of up to 50% of this assessed grant is provided for, to be paid as funds permit. The figures collected from some District Educational Councils (vide Appendix XVI) show that a small percentage of schools alone is recommended for efficiency grant, and even these schools do not get it, because the funds at the

disposal of the District Education Councils are too meagre to satisfy even the demands on account of the assessed grant. Hence even the most efficient type of schools in Madras get only the assessed grant.

In Travancore also what has been recommended by the Statham Committee as grants to Elementary teachers is Rs. 8 for the untrained teacher and Rs. 12 for the trained. Of course, the general qualification demanded of such teachers is lower than in Cochin. We have calculated the results of these various rates in Cochin, Travancore and Madras. The calculations have convinced us that our rates are much in advance of the others, since for a school of 5 classes, having all the teachers trained, Madras will be paying a grant of Rs. 83—5—4, Travancore will pay a grant of Rs. 60 while in Cochin the amount will be Rs. 91—4—0 as per present rules.

99. When we take the case of private secondary schools in receipt of aid, it is noted that the practice of Government meeting the whole deficit after deducting the Manager's contribution obtains in Cochin alone, Travancore paying only $\frac{1}{2}$ or $\frac{2}{3}$ of the net deficit, according as the school is a Boys' or a Girls' school, and Madras paying only $\frac{1}{3}$ the deficit.

100. The only point that has to be considered in this connection is whether the high rates of grant in Cochin has been necessitated by any special conditions peculiar to Cochin alone. Except for one circumstance, viz., that the higher literary qualification required here for an elementary school teacher, we have not been able to discover any other peculiar feature here. Assuming for argument's sake that the prescription of a higher qualification for an Elementary teacher justifies the higher rate of grant, there is apparently no justification for having maintained a system of grants for Secondary schools which has no precedent elsewhere. Even with regard to Elementary schools one cannot forget the fact that at the time of introducing these rates in Cochin, the qualification prescribed for a teacher of that standard, was far below that now demanded. If the argument is pressed to its logical conclusion, it should yield to a position justifying the increase in the rate of grant, now that a superior qualification is insisted upon. What should be the effect of such an increase? It is a well-known fact that many Managers of aided schools, with some honourable exceptions of course, contribute nothing towards the cost of running the school, and manage it with the grant given by Government. In the course of our enquiries, stray cases even of profiteering have come to our notice. A larger income from Government in the shape of grant would only free the Managers more from the obligation of contributing towards the expenditure, and might tend to give these latter some more profit. We are sure that there will be none who will advocate that a Manager who is expected to contribute a fourth of the expenditure of the school should be allowed to make a profit. On these grounds it is clear to us therefore that the introduction of this high rate 20 years ago was not due to any consideration of literary qualification of teachers. The fundamental principle on which the system was conceived and introduced with all possible safeguards was that the aid to be received from Government was simply to supplement the income from other sources, and not that Government should meet practically the whole expenditure of the school.

101. That principle not having been changed till now, the question arises how the system has worked and with what results. We have the support of expert evidence before us when we say that the provision in the Code entailing on the Managers to spend $\frac{1}{4}$ of the gross expenditure is honoured more in its breach and has become practically a dead letter. It is therefore of imperative necessity to insist on the fulfilment of that condition hereafter at least, and to base the working of the system whereby it can be enforced. No Manager has the right of objecting to it consistent with the undertaking given by him to abide by the rules of the grants-in-aid. There is equally no justification for Government to give any consideration to such objection even if raised.

102. It is, we believe, with a view to the enforcement of this clause in the rules that the Director has suggested that it should be made a condition of grant of aid that a school should have a permanent income from endowments

equal to one-fourth of the anticipated expenditure. A similar provision is found in the Mysore grant-in-aid rules, while in Baroda the rule is 'the people of the place wishing to start a Secondary school must be prepared (a) to deposit with Government an amount equal to half the estimated expenditure of the school or the class for a period of five years at least, or (b) to give a written guarantee for the regular payment of that amount from year to year. Such a guarantee after 5 years will not be absolutely necessary from those schools that would appear to have established their stability. The matter is, however, left to the discretion of the Commissioner of Education'.

We do not think it necessary to apply this rule to the existing schools whose financial position is sound. Institutions, financially unstable, may be given sufficient time to produce a guarantee of the kind required.

The committee would recommend that this rule may be strictly enforced in the case of all Elementary and Secondary schools that may be started and aided hereafter.

103. Another peculiarity which we find obtaining in the present system is that relating to the expenditure allowed to aided schools for contingencies. The amount allowed now has no reference to the actual expenditure to be incurred in that respect, but is based on the cost of the staff. It often happens, curiously enough, that a bigger school having a larger number of untrained teachers and teachers having put in less service gets a less amount for contingent expenditure than a smaller school having a majority of teachers trained, though the former school will have to spend more on contingencies than the latter. It also happens that the aided school gets as contingent expenditure more than what is actually spent on a similar Sirkar school. We cannot see the propriety of such a distinction; nor are we hence prepared to recommend the continuance of this anomalous practice. So a reasonable scale of contingencies based on the expenditure incurred for the same purpose in respect of a similar Sirkar school has to be fixed for each grade of aided school and the expenditure on this account can be recognised subject to this maximum only. The scale of contingencies for Upper Secondary and Lower Secondary schools can, in our opinion, be fixed at a maximum of Rs. 1,200 and Rs. 240 per year respectively, based on the details given in Appendix XVII. Since we have added a fairly decent amount for P. C. R. works also, we have no doubt that these amounts would be quite ample.

104. It was represented to us that the rule of minimum strength for full grant is working as a serious hardship and that some relief is urgently needed, though the department allows $\frac{3}{4}$ grant for 25—29 pupils and $\frac{1}{2}$ grant for 20—25 pupils. We are convinced that there is force in this point, and we would recommend that the rule may be relaxed further and that proportionate grant may be given, when the number of pupils varies between 30 and 20 in the case of boys' schools and 20 and 15 in the case of girls' schools.

105. We shall now consider the question of the possible modes of reduction of expenditure under grants-in-aid.

This is possible by reducing the rate of grant and also by adopting a lower scale of pay to aided school teachers. We have explained how our system is far more liberal than that obtaining elsewhere, and how the time has come to review and revise it, in order that some funds may be made available to be given as grants towards building, furniture, equipments and the like. Even as early as 1920 when the Education Code was revised, the Code Committee had to review the position and the question of discontinuing the percentage allowed for contingencies was discussed. The managers pressed then also for its continuance and their objection prevailed. Subsequently the Department felt it could not possibly manage with the funds at its disposal to continue the high percentage for contingencies and a revision of rates was the result. Greater is the need to-day for a further revision of the rates of grants as the statement in Appendix XVIII would show. The majority of us are convinced that the scheme as detailed hereunder for Elementary and

Secondary Schools respectively has to be adopted in the interests of both the Government and the managements.

Elementary
Schools.

While the majority of us are agreed that the present rates are too high, we are led to think that the rates proposed by the Director are at the same time too low, and require slight enhancement so that the managers might not be put to serious hardship. We have therefore adopted a middle course and would recommend a grant of $\frac{3}{4}$ of the pay of the staff of the school, $\frac{1}{4}$ being the contribution by the Managers, either from the endowment of the schools or from probable philanthropic subscriptions. We do not think it necessary to provide for contingencies.

Secondary
Schools.

In this respect we agree with the Director that one half or three quarters of the net deficit alone need be paid as grant to Secondary Schools according as they are boys' schools or mixed or girls' schools. To this we will also add an amount for contingencies based on the expenditure of a corresponding Sirkar Secondary School. A school should, in our opinion, be considered as 'mixed' for purposes of grant only if the number of girls in the Secondary forms is $\frac{1}{4}$ of the total strength of these forms.

Pay of aided
School
Teachers.

106. With regard to the scale of pay to be adopted for aided school teachers for purposes of grant, we have to make the following observations. Ever since 1083 Government have been maintaining the same scale of pay both for the Sirkar and Aided School teachers. But both in Travancore and Madras we may observe the practice has been otherwise. We have considered the propriety of making a departure from the existing rule of the same grade and pay for the two classes of teachers and providing a lower scale to the aided school teachers. But so far as teachers of Elementary schools are concerned, we are of the opinion that in view of the already low scales, and in view of the fact that the grant is purely based on the cost of the staff, it would be too hard to have a lower scale for them. The grant will be calculated on the Sirkar scale of pay for Elementary School teachers.

In regard to Secondary schools, however, there is great justification for adopting a different scale, for the reason that the deficit is calculated, taking into account the fee collections also, and that the teachers get more or less decent salary. In their case, we would fix the following grades for purposes of grant. Rs. 30—2—50 for Secondary trained teachers of the Lower Secondary Department, Lower Secondary Headmasters an allowance of Rs. 5, Rs. 35-2 $\frac{1}{2}$ -60, and Rs. 60-3-90 for graduates, and Rs. 120-5-150 for Headmasters of High Schools. In special cases where the managements find it essential to fix a scale of pay higher than the above mentioned grades, they may do so with the special sanction of Government. There will be no change in the scale for specialists.

It will be evident from the above that Aided School teachers are to start service on the same minimum pay as their brethren in Sirkar schools and to have a time-scale.

Our proposal should apply only to new entrants while teachers now in service should continue to be on the present scale of pay and shall be entitled to promotions according to the present scales. The net deficit should be calculated on these latter scales.

F. Control and management of private schools.

107. Both in the Director's Report and in the terms of reference, the question that has been raised is only about the management and supervision of one class of private schools, namely those in receipt of aid from Government. In the course of our enquiry we had occasion to note that there are many private schools, especially among the Secondary ones, which do not receive any grant. Thus out of the 34 Lower Secondary Schools for boys, 28 are unaided, and there are two High Schools not in the aided list, one of which is a boys' school and the other a girls' school. Representations have also been made to us that equity requires that Government should maintain a sort of difference in regard to the

nature and manner of control between aided and unaided schools, and that the latter should be given some additional privileges and powers. It is therefore necessary to include this category of schools also within the scope of this section.

108. The chief points urged before us on behalf of private managements conducting Secondary schools without aid are that the managers should be given a free hand in the matter of appointing and dispensing with the services of the teachers employed in their schools, that they should be compensated for the fee concession given by them to the Backward and Depressed classes pupils admitted into their schools, or, in the alternative, freedom to refuse admission to such pupils, that they should be given discretion to allow free education to as many pupils as they desire, and that no manner of Government control should be exercised over the financial side of their schools. With reference to these demands, we wish to remark only that it would hardly be in consonance with the principles of recognition to accede to any of them. So long as the institutions managed by a private individual or body continue to be recognised by Government, it is the duty of Government to see that the institutions keep up to the ideals, and impart education in as efficient a manner as is expected of one of that standard. Government could discharge this function satisfactorily both to the public and to themselves only if a system of close supervision and control is instituted and insisted upon. As we are convinced that the several demands put forward would not stand the test of scrutiny, and would cut at the root of an efficient means of supervision, we are emphatically of opinion that none of them could be allowed. Relaxation in the matter of collection of fees, which is often resorted to as an inducement to parents to send their children to such schools, in preference to Government or other aided schools in the neighbourhood, and paying teachers on an arbitrary scale of pay that is regulated by fee collections and other tactics which must probably be adopted by this class of schools are not certainly conducive to efficiency and discipline. Further the need for a strict system of control is imperative, since it is the duty of Government to see that the managers of such schools levy the standard rates of fees and properly account for them.

109. Even in regard to aided schools, complaint is very often heard about the non-payment or irregular payment to the staff, the very bad treatment accorded to teachers by the managements, the sudden termination of their services either on the slightest provocation or without any provocation whatsoever and the like; and references have been made in the Director's Report to this aspect of aided management.

110. It would be of interest to refer here to the observations which some of the Associations have made to us concerning this topic. The Cochin Teachers' Association say "Generally speaking the majority of Aided Primary Schools of rural areas are less efficient than Sirkar Schools. The following are some of the reasons. (1) Absence of efficient management, (2) absence of full and regular payment of teachers, (3) the under-paid and discontented teachers anxious about the security of their tenure. This fear in spite of the departmental protection is still there. The tone of these schools can be improved by (1) the process of concentration and amalgamation, (2) the effective check (one visit each term and one inspection a year), (3) provision for full and regular payment, (4) absolute certainty of security of tenure for good conduct. Unless these conditions are assured, these schools will continue to be social microbes, draining to waste the resources of the Department." The opinion of the Aided Primary Teachers' Association is also much to the same effect, and, while they are definitely opposed to the conferment of additional powers on managements, they press that a certain system of direct payment to teachers from the Sirkar Treasuries may be devised. For all these reasons we are agreed that a sort of effective control and supervision over the management of aided schools is also absolutely necessary.

111. In the course of our work it has been represented to us that very great difficulty is experienced both by the Department and the teachers on account of the illiteracy of the manager. Rules 8 and 79 of the Education Code

provide for the delegation of authority to an individual by the management. In our opinion it is essential that the department should be satisfied that the managers or the correspondents to whom the authority may be delegated under Article 79 should be sufficiently educated to be able to understand and interpret departmental orders and carry on correspondence without any help what-so ever with the department. Rules 8 and 79 should be suitably amended.

Allegations
against aided
school teachers
by managers.

112. While on this point we should not omit to refer to the representations made by the Aided School Managers' Association that the aided school teachers have of late developed a tendency to become insubordinate and irresponsible, and that a printed circular has been sent by the Secretary of the Aided School Primary Teachers' Association asking teachers if they are prepared to put up temporary sheds to conduct schools in case such schools are taken over by Government and thus practically inciting teachers to rebel against managements. We have had occasion to peruse the circular and ask the Secretary in the course of his evidence on the point. We feel that no such attempt on the part of the teachers should be countenanced. At the same time, Government should see that better treatment, regular payment and security of tenure are ensured to them at the hands of the management.

'Vexatious
interference'
of department
over
private managements,

113. We are aware also that there is a serious charge levelled against Government by persons of one school of thought about the 'Vexatious and unnecessary interference' over managers of private schools. The following extract from the letter of the President, Aided School Managers' Association, is to the point.

"Certain actions by the Educational Department such as assumption of powers other than what are specifically stated in the Educational Code in relation to the Aided Management have been brought to my notice by some of the members of the Association. Issuing of an order by the D. P. I. appointing a teacher to the staff of an aided school, issue of circulars denying the right of even suspending a teacher by a Manager without the previous sanction of the D. P. I. and also the right of an appeal to the Diwan on the decision of the D. P. I. in the matter of appointment, etc., may be quoted as instances on the point.

The powers that are allowed by the Code rules to the aided management in relation to the Department should in no way be interfered with. The managers should have the power of taking disciplinary measures against the teachers such as suspending or fining them without the sanction of the Department. Managers should have the power of appointing teachers in their schools subject to the sanction of the D. P. I. Unless and until the Code rules are changed Departmental circulars in contravention of such rules should be ruled out as invalid."

It has also come to our notice during the course of the evidence of the manager of an aided High School that the department is not treating the managers properly, and that in their opinion much of unnecessary correspondence often results in misunderstandings and annoyance. While we are not prepared to blame one side or the other for the alleged misunderstandings without having an opportunity to look into the merits of each individual case, we would like to state that an atmosphere of good will and mutual trust between the department and the managers, if made possible, would ease the situation considerably and avoid further complaints of any sort.

Codification
of relation
between Government,
managers, and
teachers

114. To create such an atmosphere, it appears clear to us that it is essential to codify (1) the relation between the managers on the one hand and the teachers on the other, and (2) the relation between the department on the one side and the managers on the other. If once the powers of the managers in regard to their respective schools and staff are definitely fixed, we feel positive that occasions for the so-called unnecessary interference would be minimised. As it is, the Education Code is vague and indefinite regarding the exact powers and functions of the school managers. It is this indefiniteness which in a large majority of cases paves the way for complaints and correspondence.

115. Two fundamental points have to be remembered when considering the question. They are that the managers of schools are the employers, and that the teachers in those schools are the employees. The employers should therefore have as much right of control over employees as would ensure proper discipline and efficiency, and in all matters in which managers act in the interests of efficiency and discipline, they should have that amount of freedom and

discretion as would enable them to act quickly and efficiently, the department retaining only the power of seeing that the managers do not abuse the freedom given, and that they exercise the discretion vested in them properly.

In recommending freedom of action to managers to make the teachers feel that they are the employees of the former, we cannot lose sight of the fact that the teachers in their turn should also be ensured at the same time of certain definite rights and privileges to infuse into them a spirit of reliance and security as regards their tenure of office in the school. Providing a reasonable security of tenure and offering them ordinary privileges, such as the right of leave, provident fund, etc.⁴ as is enjoyed by their brethren in Sirkar schools, would, we feel sure, be a positive deterrent to their becoming insubordinate, or disobedient. There would then be far fewer chances for the managers to abuse their freedom, and for the department to interfere.

It is on the basis of these general principles that we make the following recommendations.

1. Managers of private schools should have the power of appointing teachers in their schools, from among the list of qualified and approved candidates furnished by the department, the choice of the particular candidates for particular posts being left entirely in their hands, subject of course, to the rules of Government governing promotions.

Note. In Convent Girls' Schools, preference may however be given in making appointments to qualified Nuns of the Convent.

2. Teachers employed in private schools shall be given the grade of pay fixed for each grade of aided school teachers, and shall have all the privileges in respect of leave as provided for in the Cochin Service Regulations.

3 (a). Managers shall have power to suspend or fine teachers for specific and sufficient reasons, but not the power of dispensing with their services or dismissing them except with the previous sanction of the Director.

(b) Managers may however dispense with the services of teachers on probation or those appointed in purely temporary vacancies in case of unsatisfactory work or conduct.

4 (a). Against an order of suspension of a teacher by the Manager, and of fine beyond Re. 1 the teacher shall have a right of appeal to the Director which shall be preferred within 30 days after the serving of the order of punishment. The decision of the Director in consultation with the Board on such appeal shall be final, provided that if the Director's decision is against the majority view of the Board before whom all such disputes shall be placed, the matter shall be referred to Government.

(b) A teacher who may be dismissed or whose services may be dispensed with, with the sanction of the D. P. I., shall have a right of appeal to the Diwan, within 30 days of the receipt of the order appealed against.

5. A system of contributory provident fund shall be instituted in all aided schools, so that a teacher leaving a school after a period of service may have the benefit of an accumulated earning. In cases where the managers are unable on financial grounds to make any contribution, they may be exempted from so doing, the teachers' contribution being made compulsory.

6. Soon after the appointment of a teacher into a private school, the manager thereof shall submit a report to the department specifying the name, qualification, age, grade of pay, and conditions of appointment. It shall be the duty of the department so far as those appointments are concerned only to see that the person appointed is from the approved list of qualified hands furnished to the management, and that the scale of pay agreed upon is the same as that fixed by Government for private school teachers of that grade; and only in a case in which any of these requirements is not satisfied would the department be justified in interfering.

7. Managers shall maintain service books for each teacher in which entries shall regularly be made and verified by the Inspecting Officer.

These general principles, coupled with the conditions of grant we have enumerated in the chapter regarding grants-in-aid will, we are sure, put the management of private schools on a sound basis, satisfactory alike to the managers, teachers and Government, and will minimise all opportunities for conflict of interest. The Education Code will have to be suitably amended to incorporate these provisions.

G. The Inspectorate.

116. While unable to agree with the suggestions of the Director of Public Instruction in paragraphs 99 to 101 of his Report to create a new grade of Deputy Inspectors on a pay of Rs. 60—85, to abolish one of the posts of the Divisional Inspectors, and to re-arrange and distribute the work of the several Inspecting Officers on the lines suggested therein, we wish to offer for the consideration of Government our own proposals in the matter. Though the calculations made as regards the comparative cost on account of the present arrangement on the one hand and that proposed by the Director on the other have convinced us that under the latter arrangement Government would stand to save about Rs. 1,000 a year, we are afraid that it might impair the efficiency of the system of inspection. It is bad economy to suggest retrenchments in the Inspecting staff and unsound in principle to lower the status and responsibility of those engaged in inspection work.

Work of
the present
Division Ins-
pecting Offi-
cers.

117. It has been very strongly and reasonably represented to us that the present work of the Divisional Inspectors and the Inspectress, comprising, as it does, visits and inspection of the Secondary schools, the passing of grant bills of the Primary schools under their respective jurisdiction, the supervision of the work of their deputies under them, the enquiry into the numerous petitions received by them and those forwarded to them by the Director, and their regular office work, is too much for them to cope with. We are also told that a good portion of their time is taken up by these enquiries and by the routine office work. It is therefore no wonder that loud complaints are often heard about the inefficiency of supervision or the delay in the passing of grant bills. Any attempt at reorganising the Inspectorate should therefore aim at reducing the amount of the work of the Inspecting Officers and raising their status to ensure more effective supervision and control over all classes of schools. This could be achieved by retaining the present complement of the two Divisional Officers and the Inspectress, by increasing the number of Deputy Inspectors and by putting all of them on a better scale of pay.

Proposed
distribution
of work.

118. The Inspectors will be in charge of the inspection work of the Boys' Secondary schools as also of the supervision and control over the work of their deputies, and will pass grant bills of all aided Elementary Schools in their respective jurisdictions. Thus they will be relieved of their duty of visiting and inspecting the Lower Secondary Schools which will be delegated to the Deputy Inspectors. The Inspectress will be in charge of the inspection work of the Girls' High Schools and Girls' Lower Secondary Schools and will pass the grant bills of all the aided Girls' Elementary schools and supervise the work of her deputies.

Work of the
Deputy Ins-
pecting Offi-
cers.

119. A regrouping of the Primary and Boys' Lower Secondary schools among the total number of Deputy Inspectors would then be necessary. Appendix XIX gives the total number of schools in the State in 1108 and the number will certainly be less when the concentration proposals recommended elsewhere in this report are effected. According to the statement there are 517 Primary schools including Night schools, and 35 Lower Secondary schools for Boys, making up a total of 552. For one Deputy Inspector to make 2 visits and 1 inspection of a school in a year we are of the opinion that efficiency requires that each should not have more than about 70 to 80 schools in his jurisdiction, Lower Secondary Schools included. Besides, these officers will have to visit and inspect the village libraries in their jurisdiction, which will, in most cases form part of the schools themselves. On this basis, the number of

Deputy Inspecting Officers should be increased by two. There will thus be 7 Deputy Inspectors, 5 working under the two Inspectors together and two under the Inspectress. We have already remarked that in the matter of inspection and visit to the Primary schools, there need be no differentiation between schools for boys and girls. A Deputy Inspectress as such is not therefore necessary, and the Deputies working under the Inspectress need not necessarily always be women. They will have as many Primary schools under them as others but they will take orders from the Inspectress.

120. The above suggestion to do away with the differentiation in the inspection of Primary schools and consequently to abolish the post of the Deputy Inspectress as such is not certainly intended to serve as a probable disqualification for ladies to be appointed as deputies. It would be extremely desirable to have as many ladies among the Deputy Inspecting Officers as possible, since the work of these officers consists of inspecting Primary schools which will hereafter be staffed more by women teachers. Though in the interests of the several teachers of the other sex already in service, whose chances for promotion are limited, we are not prepared to recommend that preference should be given to ladies in the matter of appointment as Deputy Inspecting Officers, we would suggest that at least two posts out of the seven be reserved for qualified and competent ladies.

Reservation of two posts of Deputy Inspecting Officers for women.

One of the Deputy Inspectors may with advantage be also a qualified Muslim in accordance with the recommendation made in the section on Muslim Education.

Reservation of one post for Muslims.

121. In addition to the re-arrangement proposed, it is highly necessary that the pay of these officers should somewhat be enhanced and their prospects improved so that they may be above want and be in a position to keep up their status in consonance with the extent of the responsibilities devolving on them.

Revision of Pay.

122. The grade of the present Inspectors and the Inspectress is Rs. 200—10—300—20—400, the maximum being reached in 15 years. It is ordinarily the seniormost among the Headmasters or the Head-mistresses that are appointed to these posts. Under the present circumstances, a person in the teaching profession rises up to the Headmaster's grade only in the far end of his service. The promotion of such a Headmaster to the Inspector's grade which begins with the maximum pay of his previous appointment cannot be of any material advantage to him, inasmuch as in the first place he will not have any immediate benefit and secondly cannot be expected to rise much in that grade, entitling him to the prospects offered by the high maximum of Rs. 400. An increase in the minimum pay of the Inspectors, and the provision of a higher rate of increments are therefore necessary. There is no objection in reducing the maximum.

Proposed grade for Inspectors and Inspectress.

We are no doubt aware of the fact that the senior subordinate officers in the Medical and Engineering Departments are also on a scale of Rs. 200—400. But it would be a mistake to class the Inspectors of Schools who get this post after a very long period of service, along with others referred to above whose promotion to these posts often takes place early in their career. This should not therefore be an impediment in the way of Government ordering a more decent scale for the Inspectors of Schools. All things considered, we would recommend to Government that the grade of Inspectors and consequently of the Inspectress also, be fixed at Rs. 250—20—350. The maximum proposed will apply only to future appointments. This will not affect the relative seniority of the officers in the present grade of Rs. 200—400.

123. The grade of the Deputy Inspectors also stands in immediate need of revision. The present pay of Rs. 90—4—110 is admitted on all hands to be too low, considering the position and status they are expected to keep up in their executive work, demanding constant contact and dealings with all kinds of school managers. Consistent with our recommendation to raise the pay of the Secondary school teachers to Rs. 80—4—120, we would fix the grade of the Deputy Inspectors at Rs. 125—5—150.

Proposed grade for Deputy Inspectors.

124. These recommendations unquestionably involve an increase in the average cost to Government. We venture to think however that considerations of cost should not hamper progress and the efficiency of administration, and we hope therefore that Government would not be influenced in this matter by financial considerations alone.

Inspection
Code.

125. We would close the subject regarding the Inspectorate with the observation that the absence of an Inspection Code clearly defining the powers and duties of the Inspecting officers and their relations with the department is a serious defect.

A code on the lines of the draft appended to the Director's Survey Report is highly necessary. This draft requires careful scrutiny, and certain material alterations to suit the scheme of distribution of work explained in our report.

H. Miscellaneous.

(a) Female education.

126. The only two points raised in the Director's Report on the subject of female education are about the raising of the fee of girls and co-education. About co-education, we have already sufficiently indicated our views in the portion of the report relating to provision of schools. Though on principle and as a matter of policy, we are not recommending co-education in the Secondary classes, we are in agreement with the Director in thinking that where there is no justification to maintain separate secondary schools for girls, provision may be made for the admission and teaching of girls in the boys' schools of the locality, special facilities as those recommended by us being provided.

127. Regarding the question of fee concession of girls, the statistics and figures recorded in paragraph 130 of the Survey Report should naturally lead to the impression that female education in the State has progressed to a very appreciable extent. The question whether the time has not come for the curtailment or the complete withdrawal of the concession now given by way of half fee for girls should therefore be considered pertinent, and deserves to be tackled.

The results of the detailed enquiries made by us in regard to this have convinced us that the Director has rightly gauged public opinion on the point, when he observes that the withdrawal or curtailment is likely to affect both the strength of girls at school and the fee income to the State, not to speak of the harm that will be done to the cause of female education. It is therefore necessary to continue the concession for some more years till the percentage of literacy among the female population approaches that among males. Yet we do think that it is not going to do any positive injury either to female education or to the State as a whole, if Government raise the fee of girls in the college classes at least to $\frac{2}{3}$ of the regular fees of boys, since it is ordinarily those parents alone who can afford that send their daughters for collegiate education. Most of the witnesses examined agree with us in this view.

128. When we speak about female education, we may usefully refer to our recommendations *supra* regarding the opening of Home Preparation courses in the Upper Secondary forms of the Girls' High schools as an alternative to the School Final which leads to the University classes. It is our conviction that middle class girls undergoing this course would naturally help Government in starting education centres for adult women in their own villages.

(b) Adult education.

129. The attempt made by the State hitherto to provide for adult education by the starting of night schools has been rather a failure. The reason is not far to seek. The working classes do find it a burden to attend night schools after a day's work. The middle classes in the present system of our social life and culture, do look with extreme disfavour upon the idea of allowing their grown-up girls especially to stay away from houses during night time, while the well-to-do do not require this arrangement at all. There is nothing strange therefore in night schools not having been popular in our State. The earlier the rest of these night schools are abolished, the better.

130. But much can be gained in the direction of adult education by means of the village libraries we have recommended elsewhere in the Report.

To supplement the work of these rural libraries, something very useful can be done by the Departments of Agriculture and Public Health, if they would organise a 'Visual Instruction Branch' arranging for Magic Lantern Lectures, Cinema shows, etc., on subjects of rural and general interest. Government would be well advised therefore if they would so instruct these departments and provide them with some additional funds, if necessary, to make a beginning in this direction.

(c) *Education of the Backward classes.*

131. Having carefully studied the general principles and the extent to which educational concessions are now given by the State to the children of Backward and Depressed classes, and having had the advantage of receiving some expert opinion on the point, we are convinced that for the complete attainment of the objects underlying the system of concessions, these should continue for some years more. Our suggestions regarding the concessions themselves, and the mode of granting them would be confined to the following aspects, *viz.*, (1) the question of limiting half-fee concessions to two years in one class for the backward class pupils, (2) the abolition of the system of scholarships in the college classes, substituting therefor free education to the poor and deserving pupils of these communities, (3) the provision of some special scholarships for professional courses, *e. g.*, the Engineering, the Medical, etc., for pupils of the Backward and Depressed communities, and (4) the prescription of a form of poverty certificate.

132. We are told that the present practice is to discontinue the grant of half-fee concession after the 2nd year of the pupil's course in the same class, and to restore it only when he gets into the next higher class. Representations have been made to us that it is obviously unnecessary to allow this practice to continue, as it is only the bright and the industrious that deserve the concession. But we are unable to agree to this, because failure might be due not to intellectual weakness or to want of industry alone, but to various other causes beyond a pupil's control. The existing practice may therefore continue.

133. The scholarships now awarded to the poor and deserving pupils of the Backward classes in the College Department are one Senior University scholarship tenable for two years in the B. A. or 3 years for the B. A. (Hons.) as the case may be, and six Junior University scholarships tenable for 2 years in the Intermediats. We consider these scholarships to be insufficient to promote the cause of higher collegiate education among these communities. The interests of such communities would be better served if, for the system of scholarships for collegiate education for a limited number of students, provision for free education of the pupils of the Backward communities who get admission into the college classes and who are certified to be poor and deserving, be substituted. It will, no doubt, mean some extra expenditure to Government, but its introduction will, we hope, be a reform in the right direction and be appreciated better.

Free Collegiate Education to the poor and the deserving.

134. The third suggestion that some scholarships to the Backward and Depressed classes pupils for the professional courses outside the State may be provided needs no explanation. Any encouragement given in this line would pave the way for more and more people of these communities getting qualified in these professions.

Scholarships for professional courses.

135. On the question of the prescription of a form of poverty certificate, we have no misgivings about its need and utility. As it is, the Code provides that the poverty certificate is essential for a boy belonging to the Backward classes to claim and to be eligible for the present half fee concessions. Whereas in the case of Muslims alone, Government have ordered that a certificate from respectable persons of the locality would suffice, pupils of all other communities have to get these certificates from the village officers. To our mind it seems that uniformity in procedure is essential and the best means of making it uniform is by insisting on a certificate from the Revenue authorities, who alone can be considered competent to offer an opinion about the financial position of the parties.

Form of Poverty Certificate.

Of course, we have been appraised of the difficulties experienced by parties who are obliged to get a proper poverty certificate from the village officer. Any such difficulties can be got over, provided a uniform procedure is

prescribed whereby the obligation of parties to approach directly the village officers and seek for a certificate is removed. A form of poverty certificate has first to be prescribed. The draft of such a form containing all necessary particulars is appended to our report. (Appendix XX). Our idea is that such a form should be filled up by the parent or the guardian of the pupil seeking the concession and handed over to the Head of the school in which the pupil receives instruction to be forwarded to the Tahsildar of the Taluk concerned. The Tahsildar on receipt of it will get local enquiries made, and return it to the Headmaster with his counter-signature and remarks. The grant of concession should depend upon the nature of such certificates. By adopting this, nobody will have any reasonable room for complaint; there would be some system and uniformity in the procedure.

136. It only remains for us now to consider the suggestions of a general character involving policies raised in paragraph 154 of the Director's Report. We agree with all the points mentioned therein, except these relating to the differentiation in the rate of concessions in the State and Cranganur, and the administering of the concessions by the Up-lift Department.

137. We are not in a position to see eye to eye with the Director in his suggestion to curtail the concessions granted in Cranganur. We are of opinion that no differentiation should be made in granting concession to Backward classes in the State and in Cranganur.

138. Regarding the administering of these concessions, we are decidedly not for any change.

Stipends for poor deserving pupils of communities other than backward.

139. Before leaving the subject of concessions, we would like to point out that the sympathy of Government may as well be extended to some degree to poor and deserving students of the other communities whose only disqualification from claiming these stipends is that they belong to communities which are considered not educationally backward. But that is poor justification for refusing some measure of State help and benevolence to those poor students whose aptitude and taste for higher education is often left unrealised on account of their inability to prosecute their studies. In such cases a small stipend would be of great help. We therefore recommend that a percentage of the collections of a school by way of fees, say 5 per cent, be set apart towards stipends to be given to such students, the stipends being sanctioned by the Director on the recommendation of the Head of the school.

(d) *Muslim Education.*

140. In the interests of Muslim Education, the system of special stipends now offered by Government in the Collegiate, Secondary and Primary classes, in addition to the half fee concessions, has to be continued for some time more. Complaints have been preferred to us by those interested in the matter about the discontinuance of the monthly stipend of 8 as. to the Muslim girls studying in the Vernacular schools. As there will be only one set of Primary schools hereafter, all girls studying in such schools will receive this stipend.

[Supervision of Muslim Education in the State.

141. The Director proposes in paragraph 157 of his Report to reconstitute the Muslim Education Committee, and leave it to them to provide for the religious instruction of Muslim pupils and superintend Muslim Education in the State. We have our own doubts as to how far the scheme will be a success. Serious apprehension has also been raised by some Muslim witnesses that it would be a folly to depend upon private contributions to supplement the grant offered by Government to carry out in full measure the obligations imposed upon the Committee by Government. The necessity for meeting all the expenses by Government was therefore urged by them. We are constrained to question the necessity for a Committee of this kind if the entire expenses are to be met by Government. In these circumstances it will be best to appoint, as at present, the necessary number of Koran teachers and Arabic Pandits in schools.

142. A special officer to superintend Muslim Education seems to us to be unnecessary since there are no separate Muslim schools in the State. If possible, and provided qualified hands are forthcoming, Government may appoint a Muslim as one of the Deputy Inspectors of Schools.

(e) *Namboodiri Education.*

143. We are in perfect agreement with the suggestions of the Director in paragraph 165 of his Report to give liberal concessions to Namboodiri youths taking to education.

(f) *Special Schools.*

144. Any scheme to improve Sanskrit Education in the State would be welcome, as the cultural value of it cannot be exaggerated. For a proper appreciation and understanding of the Malayalam classical literature a fair knowledge of Sanskrit is absolutely necessary. To enrich the Malayalam language by writing books on modern scientific subjects one has to rely on the help of Sanskrit for coining suitable terms. Indian Medical Science and Astronomy which are of daily practical use to the masses have to be mastered through the medium of Sanskrit. For these reasons it is highly desirable that a small percentage of people is given sound instruction in Sanskrit. To achieve this object, each Taluk may be provided with a fully developed Sanskrit school. The scant attention that is being paid in this direction, as alleged by the Director of Public Instruction, if true, has to be remedied forthwith and Government should encourage the starting of more schools in all the taluks.

Sanskrit schools.

145. It has been pointed out to us that it would be a very salutary principle to have at least one teacher in each Elementary School who has had a successful course of tuition and training in a Sanskrit school or the Sanskrit College. We appreciate the value of this suggestion, and would wish that it might be possible to put it into effect. A pass in the Kavya examination for which the Sanskrit schools prepare students is considered sufficient qualification for persons to teach Sanskrit or Malayalam, since their general proficiency in Malayalam Composition is tested in the final examination. Some knowledge of English may be made compulsory at least for those who seek employment in Elementary schools.

146. The existing curricula of studies accepted by Government should be strictly adhered to in all schools and periodical inspection should be insisted upon and the results carefully watched.

147. We are of opinion that facilities should be given in the Government section of the Trippunittura Sanskrit College for higher studies in all subjects as in the Endowment section. The affiliation of this institution to the University of Madras for Siromani course would, in our opinion, be a step that would enhance its prestige and usefulness.

Affiliation of Sanskrit College to Madras University.

148. The majority of us are of opinion that public funds should not be utilised for the maintenance of Sanskrit schools including Veda Patasalas which are not open to all classes.

149. In the absence of details as to the specific type of Music and Painting schools which the Director has in mind, the objects proposed to be achieved thereby, and the cost involved, we are not in a position to discuss the question at any great length. A special Music school in the State may be of great interest and use, and may be popular also; but we do not think that the State will be justified in maintaining one, simply to improve the quality of the Music teachers in our schools. Our idea is, as far as possible, to do away with the specialists in the Elementary schools by giving teachers some course of special training in the several subjects in the Training Institution. Government have already started a special section for music in the V. G. S., Trichur, and it only requires, if necessity arises, to improve that section, instead of going in for a separate institution for this purpose, involving probably immense additional cost. Government may however give grant to a music school that may be started by private agency provided the management is sound and the instruction offered is scientific and according to a prescribed syllabus.

Music and Painting schools.

150. Painting is a subject which can be introduced with the advantage as one of the subjects in the pre-vocational schools of the type recommended by us, and facilities for advanced study can be provided in the G. T. School, Trichur, which would become the Central Institution (vide Appendix XII of the Director's Report) with an arts and a crafts section. A separate school for painting is thus absolutely unnecessary. This does not mean that aid should not be given to a school of arts under private management.

School for
Defectives.

151. Some scheme for the education of these children would be a blessing to them and would be looked upon with pleasure and gratitude. A study of the Report on the working of the Palamcottah School established for the purpose would be of great interest, and would give an idea of the efficiency of the system and the good results achieved.

152. So far as the State is concerned, an experiment in that line may be tried in the G. T. Institution itself *for the present*. We endorse the Director's suggestion to depute some teachers for training at Palamcottah.

(g) *Religious Instruction.*

153. In spite of the very vehement demand put forward by the two communities, *viz.*, the Catholics and the Muslims, insisting on the provision in the curricula of studies for the compulsory teaching of religion to the students of their respective communities within school hours, public opinion on the point is against any such provision being made. Apart from the evidence before us, pointing out the undesirability of, and the extreme difficulties attendant on the adoption of, the course, our attention has been drawn to the discussion of the question which took place in the Legislative Council only two years ago. The resolution which was moved and discussed wanted that compulsory moral and religious teaching should be enforced in schools, as part of the curricula of studies. The voting on the resolution reveals the attitude of the public on this vital question, and when one finds that the Council by a vast majority turned down the proposal as unworkable and productive of dangerous results, one cannot help asking what further evidence is required to show that the public is against it.

154. Such being the position, we have no hesitation in saying that religious instruction should not be imparted within school hours. This does not however mean that we are underrating the value of religion or of imparting religious instruction in schools. We could have correctly appreciated the forceful arguments advanced by the Cochin Catholic School Managers' Association in the memorandum submitted to us, if only Cochin, and for that matter, India, had been, like the various other countries with reference to which some valuable quotations have been given in the memorandum, composed of people following the same religion. It would certainly have been easy and practicable to institute a system of religious instruction in schools, had all the students in Cochin schools been of one religion. Sadly the situation is otherwise, rendering the application of the sound principles enunciated in these quotations extremely difficult, if not altogether impossible. We agree with the Director of Public Instruction that the result of making religious instruction compulsory in schools would be the deepening of the communal differences and social cleavages, and hence we do not recommend that step.

155. But we are definitely made to understand that both the Catholic and the Muslim communities consider religion as an indispensable item of instruction in schools and that they are not prepared to accept a system of education which is not accompanied by religious instruction. To meet their demands, without at the time giving room for conflict of interests between one community and another in this respect, the best policy to be adopted will be to arrange for the teaching of religion in schools outside the normal school hours. The present practice, we are told, is exactly the same, and there is no reason to make a departure from it. At the same time a reiteration of this policy seems to be necessary, since, in the course of our visits, we found catechism being taught within school hours at least in one of the schools near Elankunnappuzha.

(h) *Medical Inspection.*

156. To the question whether the present system of Medical Inspection is satisfactory, no witness has given us a favourable reply. Among the chief defects in the present arrangements may be mentioned the absence of facilities for the proper treatment of the children examined, the absence of a system of enforcing or inducing parents or guardians in rural parts to act up to the suggestions offered by the Medical Inspectors with reference to the state of health of their boys, and also the non-inspection of children in Primary classes. On the evidence of the present Medical Inspectors themselves, we are in a position to assert that the scheme, as at present worked, cannot be considered a success for the above reasons, and the draw-backs consequent upon them.

157. The existing arrangement is that two Medical Inspectors are to examine the boys in class I, and Forms I and IV of all the Secondary schools and in the Junior Intermediate and Junior B. A. classes of Colleges, and the Medical Inspectress to examine all the girls in the corresponding classes. The Inspecting Officer is to give to each boy or girl examined a card showing the nature of the disease, if any, he or she is suffering from. With that the officer's work ceases. The officer has no concern to verify whether his instructions have been acted up to, nor has he the time or opportunity to see to it. Such a system of inspection can never work satisfactorily, because in the first place, no Inspector will be able even to finish the examination of children in all schools once in the course of the year, and secondly because he has not the occasion to verify the results of his examination. Often, if not always, the advice that is given to pupils is disregarded and the time and labour spent by the Medical Officer practically results in waste. Even in cases where the pupils have a desire to benefit themselves by the suggestions given by the Inspecting Officer, we have it on record that a majority of these are obliged to go without proper medical aid, due either to want of facilities in rural parts for treatment or to the indifference on the part of the Medical Officers in charge of the hospitals to honour these cards and prescribe accordingly.

158. An entire overhauling of the system is therefore absolutely necessary, if Government are anxious to see that the benefits of the scheme of medical inspection are realised. We are emphatically of opinion that increasing the number of these Medical Inspectors alone would not meet the situation. In this connection the following suggestions of the Chief Medical Officer will be read with interest.

"Medical Inspection of school children should be carried on amongst the Elementary and Primary schools and the Lower Secondary classes in the High School Departments. I consider that if this aspect is properly insisted upon, and medical inspection of pupils carefully conducted following up the defective ones with efficient treatment at the hands of the Medical Officers from the nearest Medical Institutions with the co-operation and co-ordination of Medical Inspectors, School Masters, parents of children, and Medical Officers in charge of the institutions, the problem will be solved. For this purpose it is necessary to divide the State into different circles according to the number of schools and children in them. The Medical Inspector should not have a wide area whereby he has to waste a good deal of his time in travelling but must be fairly near at hand in order that he may visit the several schools entrusted to his care fairly frequently during the working days of the year and follow up children in order to see that they undergo treatment and also to check the results of treatment.

It is a well-known fact that the parents are not showing the same co-operation as is expected of them and this apathy on their part can only be overcome by constantly approaching them and influencing them to send their children for necessary treatment even though prolonged it be in certain cases. This constant attention on the part of the Medical Inspectors with the personal care and attention that they bestow towards individual children will break this barrier and induce parents to understand the benefits their children will derive by submitting to rational treatment. It is not possible for me to give an exact idea of the financial commitments as I am not aware of the location of these schools, their number and the strength of the pupils in them."

159. We endorse the remarks of the Chief Medical Officer and would make the following recommendations.

1. The scheme of Medical Inspection should be extended to children in Elementary schools. No special fee should be collected from these pupils.
2. All children in the Secondary classes should be examined at least twice during their secondary course, i. e., in Forms I and IV, as at present.
3. Students in College classes should be examined in the first and third years of the College course.
4. (a) The examination of pupils in all grades should be entrusted to the Honorary Doctors working in Government Hospitals and rural dispensaries

and the Medical Practitioners in rural parts, where there are no hospitals or dispensaries; they may be called Medical Inspectors. The whole work is to be so distributed among these people as to give each doctor not more than a fixed number of schools situated near one another. Government should so adjust the work of the honorary doctors in hospitals and dispensaries as to enable them to be absent from their duties in the institutions to conduct the inspection which should proceed on a systematic programme previously prepared and approved by the Chief Medical Officer in consultation with the Director of Public Instruction.

(b) Girl pupils of the Primary standards can be examined by these Inspectors. Girls of the Secondary and College classes have to be examined by lady doctors themselves. But on account of the want of lady doctors in all institutions, and of lady private practitioners, the only way of getting it done will be by authorising the existing lady doctors in service to do the work. The General Hospital, Ernakulam, the Maternity Hospital, Mattancheri, and the Civil Hospital, Trichur, apart, the only institutions where there are lady doctors are those at Trippunittura, Kunnankulam, Cranganur, and Chittur. The number of the Secondary schools for girls, and the mixed Secondary schools will have to be distributed among the lady doctors in service for getting the work done.

5. Soon after the inspection of the pupils in the school or college is over the Medical Inspector should submit a report to the Chief Medical Officer showing the number of pupils examined, the results of the inspection and other relevant particulars in a form to be prescribed. Such reports should be consolidated and reviewed by the Chief Medical Officer and the review forwarded to the Government as at present.

6. The Medical Inspectors will each be given a remuneration equal to the special fee collections for Medical Inspection of the schools concerned. As no fee is collected from the Elementary school pupils, Government should pay these men from out of the general revenues a remuneration calculated at the rate of annas 2 per pupil examined by them.

7. Free treatment of pupils, if found necessary, should be undertaken in hospitals. The pupils examined and attended to by the private Medical Practitioners should also be attended to, on requisition by the Private Medical Practitioner concerned, in the nearest dispensary or hospital.

8. Managers of aided schools may, however, be allowed to nominate with the approval of the head of the Medical Department, duly qualified persons to conduct the inspection of pupils in their schools. Reports of such inspection should be sent to the Chief Medical Officer, as in the case of inspection conducted for pupils in Government schools.

160. It is our belief that by entrusting the examination of pupils to the doctors of the locality and by providing for free treatment in Government hospitals or dispensaries in rural parts, parents or guardians of pupils have a better chance of seeing the ailment of their children being attended to and the doctors too of being satisfied that their work bears fruit.

161. It should be evident from the above that our proposals do not contemplate the continuance of the present Medical Inspectors and the Medical Inspectress. Their existence as such would be superfluous, and we have therefore to suggest that their services may be taken over to the Medical or Health Department. Until this is done, they will continue as such.

(i) *Vocational Education.*

162. So far as this subject is concerned, it has already been pointed out in the section relating to the curricula of studies that the present system of Industrial Education is rather a failure, and that one method of improving that system lies in the scheme outlined by us in that connection. A beginning may be made by the establishment of the remodelled type of the pre-vocational schools we have suggested. Students going out of these schools at the age of 15 or 16 will have the necessary equipment and manipulative skill that would be required for an advanced study of the industries that may be selected by them when they enter the Central Institution at Trichur or Ernakulam.

The new policy suggested for Primary Education.

163. The principles underlying the proposals of the Director in recommending the creation of the local school boards and the Central Board of Education are, as we understand them, the gradual elimination of private agencies from the field of education, the replacement of such agencies by local education authorities, and the transfer of the direct control over education from the Education Department to these local authorities. It has been argued by the Director that the absence of popular control and local colouring has turned out to be a serious defect in the present organisation of Elementary Education, and that a system of Board Schools in which the public will have a voice in shaping the general policy of Elementary Education, and determining the amount of money to be spent for the purpose will result in a considerable retrenchment in educational expenditure and savings to Government.

164. After what has been said in Part I of our report about popular control, and the replacement of aided agency, not much remains to be discussed here. We have sufficiently indicated our honest view, formed out of relevant considerations, that in a small State like Cochin where there is no great scope for the infusion of local colour into the machinery of education and where the existing organs of self-Government, such as the Municipalities and the Panchayats, have not developed sufficiently to shoulder the responsibility of financing and controlling education, the idea of establishing local boards on the lines suggested in the Director's report would be an unworkable proposition. We have also made it clear that it is not practicable now to think of eliminating private agency from the field of education. As no Municipality in the State is prepared to spend a portion of its revenue towards the maintenance and control of schools, the entire idea underlying the suggestions of the Director has, to our great regret, to be dropped.

165. The trend of public opinion is however rather different on the question of the establishment of a Central Board of Education to advise and help the Director of Public Instruction in the administration of his department. It is pertinently pointed out by a large number that a Board of this kind having clearly defined powers and responsibilities and constituted in such a manner as to make it a representative body would be a welcome innovation in the State, calculated to improve and stabilise the tone of the department. Still there are a few persons who are against the institution of a Central Board with an educational expert as its head and its powers purely advisory.

Inasmuch as the experiment, which has now been ordered in Travancore, and which is being tried in Baroda, is however worth a trial in our State, we would recommend to Government that a Board, the constitution and powers of which will be discussed below, be established as early as possible.

166. The Board which should be a body representing all possible interests, without at the same being unwieldy, may have, in our opinion, 7 members composed as follows:—The Director of Public Instruction as Ex-Officio President, one Inspecting Officer of the Department to be nominated by Government, who shall be Secretary to the Board, one representative of the Managers' Associations, one representative of the Teachers' Associations, and one Member of the Legislative Council—to be elected by these respective organisations, and two other members to be nominated by Government from the other special interests requiring representation, such as the Muslims and the Backward and Depressed Classes.

Constitu-
tion.

A Board once constituted should work for a period of not less than 3 years. The work of the Board will be purely honorary, the members being paid only the ordinary T. A. for journeys undertaken in connection with the functions appertaining to them. Ordinarily the Board shall meet at least once a quarter.

167. In defining the powers and responsibilities to be given to the Board, our idea is not that the Board should usurp the powers of the Director of Public Instruction. As the administrative and financial responsibilities

Powers.

continue to vest in him, we do not consider that it will be advantageous to give the Board anything more than an advisory function. Though therefore the final deciding authority on matters which will be discussed by the Board will be the Director, it is hoped that he will in almost all cases be guided by the decision of the Board. The duties of the Board shall be (1) to advise the Director of Public Instruction on the following matters:—(a) The opening of new schools; (b) the raising or lowering of the standard of the existing schools; (c) the abolition of the existing ones; and (d) applications for aid; (2) to consider and decide the disputes between the Managers of private schools and the Department, or between managers and teachers of private schools; (3) to advise the Director of Public Instruction on the preliminary budget estimates of the department before submission to Government; (4) to draw up every year, based on the probable requirements of the succeeding school year, a list of persons qualified for appointment as teachers in schools in the several grades, due representation being given to all communities; (5) to draw up every year a list of candidates from different Taluks qualified to undergo training in the Government Training Institution; and (6) to consider all other matters which shall be referred to it either by Government or by the Director of Public Instruction from time to time.

In cases where the Director disagrees with the majority view, the matter shall be referred to Government for final orders.

PART III.—FINANCE.

168. In this part of the report we shall discuss the financial effect of the several recommendations made in Part II, and see to what extent the educational allotment will be affected. In discussing this issue, the individual recommendations have to be separately considered. The main heads which affect the finances either way are (i) buildings and equipment, (ii) staff, including Inspectorate, (iii) grants-in-aid, and (iv) other miscellaneous recommendations, such as the revision of elementary training courses and of vocational education, the provision of village libraries, education of the backward and depressed classes, Medical Inspection, etc.

I. Buildings and equipment.

169. We have observed that it should be the policy of Government to set apart, say about Rs. 25,000 or Rs. 30,000, every year for the re-construction of the Sirkar Primary school buildings, and a similar amount would be necessary for the Secondary school buildings also. Thus about Rs. 50,000 has to be provided annually for about 10 or 15 years for the purpose. The debit of the amount goes to the Public Works Department budget and may therefore be left out from the educational allotment.

A sum of Rs. 25,000 every year for about half a dozen years would be necessary to be given as building and equipment grants to aided schools. This provision has to be included in the grants-in-aid allotment of the education budget.

II. Staff.

170. This will embrace the following recommendations in the report viz., the extension of Elementary Education course by one year, necessitating the provision of one more teacher in every fully developed elementary school, the recommendation to manage with one teacher for two divisions of Lower Elementary classes, the proposed revision of the pay of the teachers, Headmasters and Inspecting Officers, the recommendation to increase the number of the Deputy Inspectors, the provision of the supervision allowance of Rs. 5 to Headmasters of Lower Secondary Schools, and the abolition of the night schools and denominational schools such as the 'Fishery Schools'.

(A) Elementary School Teachers.

(1) The concentration and consolidation of Elementary Schools proposed by us, if given effect to, will reduce the number of Sirkar Elementary Schools to 150, including those attached to Secondary Schools, of which not less than 40 will be Lower Elementary and the rest 110 fully developed ones. The number of teachers required for these schools, providing on the average 3 teachers in each of the Lower Elementary ones, and 7 in each of the others on the supposition that each class will contain divisions, and that classes 1, 2 and 3

in all Elementary schools can be engaged by one teacher for $2\frac{1}{2}$ hrs. each, will be 890 against 1,177 at present.

(2) If the proposal to have only $2\frac{1}{2}$ hrs. work for classes 1, 2 and 3 is found to be not feasible, and full-time teachers are to be appointed for each class, 450 hands more will be necessary. Thus there would be 1,340 teachers.

(3) It may be noted here that out of these 890 or 1,340 teachers, as the case may be, 150 teachers are on account of the proposed increase in the course of Elementary Education by one year, and that, but for this extension of the course, the number of teachers required would have been only 740 or 1,190 as the case may be. Costs on account of the several proposals will be worked out below, though for purposes of our calculation, we shall take the figures under paragraph (2) alone, so that the greatest possible extra expenditure may be exhibited especially considering that the reduction in expenditure on account of (1) will not be immediately realised because the extra teachers cannot be sent away, but have to be kept on as supernumeraries till they are absorbed as vacancies arise.

Present average for 1,177 teachers, as per figures furnished by the Comptroller of Accounts is Rs. 3,11,016.

Proposed average.

1. For 890 Teachers.

150 Headmasters Rs. 30—1—35 plus Rs. 3—allowance	Rs.	66,150
185 in Rs. 20—1—30	"	59,200
555 in Rs. 17— $\frac{1}{2}$ —20	"	1,27,872
Total	"	2,53,222
Decrease	Rs.	57,794

2. For 1,340 Teachers.

150 Headmasters in Rs. 30—1—35 plus Rs. 3—allowance	Rs.	66,150
298 in Rs. 20—1—30	"	95,360
892 in Rs. 17— $\frac{1}{2}$ —20	"	2,55,517
Total	"	3,67,027
Increase	Rs.	56,011

3. (a) For 740 Teachers.

150 Headmasters Rs. 30—1—35 plus Rs. 3—allowance	Rs.	66,150
148 in Rs. 20—1—30	"	47,360
442 in Rs. 17— $\frac{1}{2}$ —20	"	1,01,837
Total	"	2,15,347
Decrease	Rs.	95,669

(b) For 1,190 Teachers.

150 Headmasters Rs. 30—1—35 plus Rs. 3—allowance	Rs.	66,150
260 in Rs. 20—1—30	"	83,200
780 in Rs. 17— $\frac{1}{2}$ —20	"	1,79,712
Total	"	3,29,062
Increase	Rs.	18,046

N. B.—The difference in total cost between 1 and 2 is Rs. 3,67,027 minus Rs. 2,53,222 or Rs. 1,13,805.

The abolition of the Upper Secondary Departments of the Girls' High Schools mentioned by us and the Boys' High School at Chelakkara will reduce the number of teachers in the Secondary Department by about 12 excluding the post of Headmasters and Headmistresses. The number of teachers will then be 307 against 319 now. We shall provide for 310 posts, of which 75 will be in (B) Secondary Department teachers, etc.

the grade of Rs. 80—4—120, and 235 in Rs. 35—3—80 grade. There would be only 19 posts in the grade of Rs. 150—10—200 as against 21 now. The average increase in the cost on account of this is exhibited below.

Present average for 21 Headmasters and Headmistresses, and 319 teachers is Rs. 2,73,945.

Average on account of 19 posts in Rs. 150—10—200 grade, 75 posts in Rs. 80—4—120 grade, and 235 in Rs. 35—3—80 is Rs. 42,750 plus Rs. 96,000 plus Rs. 1,72,725 or Rs. 3,11,475.

Allowance to 12 Headmasters of Lower Secondary Schools at Rs. 5 per mensem Rs. 720.

Total average cost will be	Rs.	3,12,195.
Increase in average	Rs.	38,250.

(C) Special-
lists.

Under specialists, the main changes we have proposed are (a) the re-classification of the Pandits and the Drawing Masters in the Secondary Department and (b) the revision of the pay of the Pandit, the Music Teacher, the Needle-work Teacher, and the Drawing Teacher in the Training Institution. The reduction in the number of specialists on account of the abolition of some of the schools will also have to be taken into account. But we have omitted this from our calculation, because it has not been possible for us to ascertain exactly the number of posts that can be reduced.

The effect of the recommendation is shown below:—

SECONDARY DEPARTMENT.

<i>Present.</i>	<i>Average.</i>	<i>Proposed.</i>	<i>Average.</i>
Sanskrit Pandit.	Rs.		Rs.
22 in 25—2½—50	10,976	22 in 30—2—50	11,440
8 20—1—30	2,560	8 20—1—30	2,560
Malayalam Pandit.			
23 in 25—2½—50	11,476	23 30—3—50	11,960
Arabic Pandit.			
2 in 25—2½—50	1,000	2 30—2—50	1,040
Tamil Pandit.			
2 in 25—2½—50	1,000	2 30—2—50	1,040
1 20—1—30	320		
1 20—1—25	285	2 20—1—30	640
Drawing Masters.			
4 in 35—2½—50	2,160	4 30—2—50	2,080
26 20—1½—35	9,360	26 20—1—30	8,320
Training Institution.			
Malayalam Pandit.			
in 25—2½—50	500	30—2—50	520
Needle-work Teacher.			
20—1½—35	360	30—2—50	520
Music Teacher.			
35—1½—50	540	30—2—50	520
Drawing Master.			
in 35—50	540	30—2—50	520
Total	41,077	..	41,160
Increase Rs. 83—0—0.			

(D) Inspec-
torate.

Our recommendations so far as the Inspectorate is concerned include the increase in the number of Deputies by two, the revision of the pay of the Inspectors to Rs. 250—20—350, and of the Deputies to Rs. 125—5—150. These proposals result in an increase in the average cost by Rs. 6,675, as will be seen from the statement below.—

Present average	Rs.	17,100
Average as per our proposals	„	11,700 plus
	„	12,075
or Rs. 23,775, increase being Rs. 6,675		

The effect of the proposals under A. B. C. and D., *i. e.*, the proposals regarding 'staff' will thus be an increase in the annual average cost by Rs. 1,01,019, if the recommendations regarding the limiting of work in the Lower Elementary Classes to 2½ hours is not adopted, but would mean a

reduction in the average cost by about Rs. 13,000, if the duration of work in the Lower Elementary Classes is limited to $2\frac{1}{2}$ hours.

The abolition of the rest of the Night Schools and the Fishery Schools would effect a savings to the extent of about Rs. 4,500. The net increase which we will take into our calculation is thus Rs. 95,519 or Rs. 96,000.

171. In working out the results of the system of grants we have recommended, and in finding out its effect on the financial side, so far as Government are concerned, the two sets of schools, *viz.*, Elementary and Secondary, have to be differently treated. Again so far as Elementary Schools are concerned, it is necessary to clearly distinguish between the present type of Elementary Schools having 4 classes, and the proposed one having 5 classes. The calculations in Appendix XVIII have been made on these principles. The figures in the statement speak for themselves, and sufficiently indicate what little difference it makes between the present grant and the grant that a school will ordinarily get under our proposals, and also what great difference it will make if the revised rate of grant is not adopted. Taking the number of fully developed Elementary Schools in the aided list, as a result of the concentration proposals, at about 400, and the Lower Elementary ones at about 50, the total grant that will be payable will come to about Rs. 4,60,430, calculated on the supposition that each class in all schools will contain only one division each. But we have found that the classes in a majority of the aided Elementary Schools contain two divisions and more and also as we have reason to presume that the concentration proposals will tend to increase the number of divisions in each class, it will not be correct to estimate the amount of grant at the figure given above.

III. Grants-in-aid.

The monthly grant that will be payable to a fully developed Elementary School of 7 teachers of whom 2 are trained and the rest untrained will be Rs. 120-5-0 and that for a Lower Elementary one of 3 teachers of whom one alone is trained will be Rs. 48-12-6. The annual grant to 400 fully developed schools and 50 Lower Elementary ones will come to Rs. 6,06,770. This is based evidently on the supposition that the Lower Elementary classes will work only for $2\frac{1}{2}$ hrs. a day and that one teacher will engage two divisions.

The figure will certainly go up very much higher, approximately to Rs. 7,05,600 if all classes in Lower Elementary Schools are engaged by separate teachers.

For purposes of our calculation we shall take the figure of Rs. 6,06,770. The amount of grant paid at present for Elementary Education is approximately Rs. 4,36,000 (actuals of 1907.) Our proposals will thus involve additional expenditure to the extent of about Rs. 1,68,000 which is about 38 per cent of the present expenditure.

172. For the provision of the Village Libraries a small allotment of not more than Rs. 1,500 every year for about 5 years may be necessary to give each Panchayat one library of its own.

IV. Miscellaneous points.
(i) Village libraries.

The probable increase on account of the substitution of free education to students of the backward classes in the College Department, in place of half-free scholarships will not go beyond approximately Rs. 3,000 per year, assuming that there will be 30 such students in the Intermediate and 20 in the B. A. Classes.

(ii) Free Education to backward students.

A sum of Rs. 720 will have to be provided every year towards scholarships to be awarded to two students of the backward and depressed classes for study in the Professional Colleges.

(iii) Scholarships.

The proposal to set apart 5 per cent of the fee income in every school towards the grant of scholarships to deserving students of the other communities may, in addition to the number of half free scholarships now provided for in the Code, involve an additional expenditure of Rs. 5,000 annually.

(iv) Poor students of other communities.

The other items to be taken into account are the following.

(v) Nambudiri education. A small sum of Rs. 500 may be set apart every year towards stipends, etc., to Nambudiri youths.

(vi) Sanskrit schools. Government have to provide every year towards the establishment of such schools and grants to private ones an additional allotment of about Rs. 1,000.

(vii) School for Defectives. As the school is recommended to be opened on a small scale as an experimental measure and as a section of the Training Institution, the only expenditure on account of it will perhaps be the pay of the hands to be entertained. The cost of getting 2 to 3 teachers trained may also have to be initially incurred. Both together may not exceed Rs. 1,200, Rs. 240 being the cost of training (initial expenditure) and Rs. 960 pay of the staff (recurring expenditure.)

(viii) Vocational education. It cannot be definitely ascertained what the establishment of the pre-vocational schools suggested by us would cost. But one thing is clear, that the expenses would not go much beyond what Government are now spending on their Industrial schools. As the latter class of schools will disappear with the opening of the former, we do not think that there would be any great increase in cost.

(ix) Medical Inspection. The abolition of the posts of the Medical Inspectors would effect a savings to the extent of Rs. 7,200 a year. Against this there will be the additional charge on Government revenues to the extent of a sum equivalent to a fee of as. 2 per pupil in the Elementary Schools to be paid to the persons conducting the inspections. Taking the total number of pupils in Elementary Schools in the first class at about 50,000, a sum of Rs. 6,250 will have to be provided for the Medical Inspection of such pupils. There will even then be a clear savings of about Rs. 1,000.

(x) Female Education. The raising of the fee of girls in the college department to $\frac{3}{4}$ of the fee of boys may probably give an additional income to the extent of Rs. 1,750, safely assuming that there will be 50 girls in the Intermediate Classes and 25 in the B. A.

(xi) Board of Education. The only item of expenditure on account of the Board will be the T. A. payable to the members, and some contingent charges. We think that a sum of Rs. 2,000 will be ample.

(xii) Free Elementary Education. The provision for free education in the Elementary Schools will reduce the receipts under 'Education' by about Rs. 40,000 on the average.

(xiii) Stipends for Training. Our proposals to ask future entrants to the teaching profession to undergo training at their cost, and to reduce the rate of stipend in the case of the present untrained teachers may lessen the annual expense under stipends. Against this savings there will be increase of expenditure, on account of the increased number of teachers proposed to be got trained.

(xiv) Separate section for women. The opening of a separate section for the training of women may result in an increased expenditure which may be estimated at Rs. 3,525 or Rs. 3,600 assuming that 4 more hands, 1 in the Rs. 80—4—120 and 3 in the Rs. 35—3—80 grades will have to be appointed.

The net effect of the proposals (i) to (xiv) under "miscellaneous" is exhibited below.

i	+	Rs.	1,500	viii	+	Rs.	Nil
ii	+	"	3,000	ix	—	"	1,000
iii	+	"	720	x	—	"	1,750
iv	+	"	5,000	xi	+	"	2,000
v	+	"	500	xii	+	"	40,000
vi	+	"	1,000	xiii	—	"	Nil
vii	+	"	960	xiv	...	"	3,600

The total increase is Rs. 55,530.

Our recommendation on the whole will thus result in an increased annual expenditure of Rs. 96,000 (staff) plus Rs. 1,68,000 (grants-in-aid), plus Rs. 55,530 (miscellaneous) i. e., Rs. 3,19,530 or Rs. 3,20,000 in round figures.

173. We have not considered even cursorily the question of collegiate education and the increased facilities that may have to be provided for it. But as citizens of the State we think that, with the completion of the magnificent extensions to the College that are now in progress, it would be desirable to introduce additional courses in collegiate education involving extra cost.

174. Roughly, the educational expenses of the State which now range between 17 and 19 per cent of the gross revenues may have to be increased to 20 per cent taking into consideration the vast improvements we have suggested in Part II of the Report, and the probable improvements to be made under collegiate education.

We hasten to assure Government that this allotment should not be considered in any way dis-proportionate, or extravagant. We are aware that the object in starting the Educational Survey was to find out ways and means to minimise expenditure on education. But our enquiries have convinced us that to get the maximum benefits out of the system now in vogue and on which Government are already spending about Rs. 15 lakhs every year, it is necessary to spend a little more. The benefits that we expect for this excess expenditure are out of proportion to the slight increase in cost and we sincerely trust that the Government would not grudge it. We may also remind the Government that 50 per cent of this increase goes to improve the poor lot of the under-paid teachers in service and that 26 per cent of it goes to make the Elementary Education much more complete than what it is to-day.

175. It now remains for us to express our grateful and sincere thanks to the Government for the kind opportunity afforded to the public of the State to offer their opinion in such an important subject affecting their vital needs. As members of the Committee we would also thank the Government for the facilities afforded to us to do our work satisfactorily and conveniently both at Headquarters and in the mofussil stations. We are deeply indebted to the Director of Public Instruction and the officers of the Education Department, especially the Inspecting Officers, for the timely and ungrudging assistance they have rendered to us in the course of our work. Our thanks are also due to the heads of other departments, who have been generous enough to help us with their views on the questions referred to them, and specially to the Comptroller of Accounts, who was co-opted as a member of the Committee and whose help to us in the calculation of the financial aspect has been very valuable. We should not omit to express our sincere feelings of thankfulness to those ladies and gentlemen of the various Associations and public bodies, whose opinions have been of considerable use and advantage to us in formulating our own views. We should also refer to the very hard work which Mr. A. Narayana Menon, clerk, Huzur Office, who was deputed by Government to work as clerk of the Committee, without prejudice to his legitimate duties, had to do under very high pressure forgoing even the holidays enjoyed by his brother officials. We would make special mention of his hearty co-operation in collecting the data required for the report.

Conclusion.

- (Sd.) S. K. Subramania Ayyar, President.
- (Sd.) Rama Varmha Tampuran
- (Sd.) Rt. Rev. Mgr. Edakolathur
(Subject to dissenting minute).
- (Sd.) V. K. Achyuta Menon
- (Sd.) M. Krishna Menon
- (Sd.) C. L. George
(Subject to dissenting minute).
- (Sd.) K. Ayyappan (Subject to dissenting minute).
- (Sd.) Sulaiman Abdul Rahiman (Subject to dissenting minute).
- (Sd.) P. V. Subramania Ayyar (co-opted member).

Ernakulam,

14th Meenam 1109. }

Summary of Important Recommendations in the Report.

Part I.

1. Review of Educational Expenditure in the State. (Paragraphs 9 to 12)
2. Agencies conducting education—no direct connection between percentage of literacy and the liberal scale of grants-in-aid—comparison with the system obtaining in other States and in Cochin (Paragraphs 14 to 20)
3. Principles to govern the provision of schools. (Paragraphs 21 to 26)

Part II.

4. Consolidation and concentration of Elementary Schools.
 - (a) Provision of as many Lower Elementary Schools as possible, and fewer fully developed ones in central places (Paragraphs 24 and 38)
 - (b) Doing away with the distinction between Elementary Schools for boys and those for girls—Co-education in the Elementary stages (Paragraph 24)
 - (c) Abolition of special class schools as such, *e. g.*, Fishery schools, Vala Schools, etc. (Paragraph 39)
 - (d) Recruitment of more women teachers in Elementary Schools (Paragraph 26)
5.
 - (a) Maintenance of fewer Sirkar Secondary Schools, on a residential basis (Paragraph 30)
 - (b) Suppression of partly developed Sirkar High Schools. Past policy of increasing Secondary Schools without reference to the educational needs of particular localities (Paragraph 29)
 - (c) Maintenance of separate Secondary Schools for girls as a matter of educational policy (co-education not desirable in Secondary stages) (Paragraph 33)
 - (d) Suppression of Upper Secondary Forms in some Girls' High Schools, where their existence is not justified by the past poor strength, *e. g.*, Trippunithura, Cranganur, Chittur and St. Joseph's Convent Girls' High School, Trichur (Paragraph 34)
 - (e) Appointment of competent women teachers in mixed Secondary Schools (Paragraph 35)
 - (f) Granting of stipend to girls studying in separate Girls' Schools outside their locality (Paragraph 35)
 - (g) Necessity for maintaining the Sirkar High School, Trichur as efficiently as possible as before (Paragraph 42)
 - (h) The strength in the High School at Ollur, and the Girls' High School at Irinjalakkuda to be watched for some years more, before suppressing them (Paragraph 42)
6. *Buildings and Equipment.*
 - (a) School buildings, Sirkar and Aided, as a rule not good—require to be improved to be built on a type model spreading the expenditure over a number of years (Paragraphs 43 to 45)
 - (b) Provision of building and equipment grants to aided schools (Paragraphs 44 and 52)
 - (c) Collection of equipment fee of Re. 1 per year from every student in the High School classes (Paragraph 53)
 - (d) Setting apart all special fee collections to be utilised for the special purposes concerned (Paragraph 53)
7. *Staff.*
 - (a) Impracticability of enforcing that certificated people alone should be entertained as teachers. The rule to be observed however as far as possible (Paragraphs 57 and 58)
 - (b) New entrants into service to be asked to undergo training at their own cost, and within a specified period, their confirmation to be subject to their getting qualified (Paragraph 58)
 - (c) Rate of stipend in the case of existing untrained teachers to be reduced (Paragraph 59)
 - (d) Exemption from training to those who are aged 43, or have put in more than 15 years of continuous service to continue (Paragraph 60)
 - (e) Training course in the Government Training Institution to be so revised as to give each teacher training in some special subject or subjects, with a view to the ultimate elimination of specialists in Elementary Schools (Paragraph 62)
 - (f) Difficulties on account of the present method of working the double shift system—classes 1 to 3 in all Elementary schools to work only for 2½ hrs. a day, and one teacher to engage 2 classes, or 2 divisions of one class in a day—No special allowance (Paragraph 61)
 - (g) Necessity for providing a long time-scale for the pay of teachers in Elementary and Secondary Schools and Head-masters— (Paragraph 63)

- Grades. Elementary Rs. 17— $\frac{1}{2}$ —20; Rs. 20—1—30 and Rs. 30—1—35 plus Rs. 3 for Headmasters (Paragraph 64)
 Secondary—Rs. 35—3—80; Rs. 80—4—120 and Rs. 150—10—200 for Headmasters (Paragraph 64)
 (b) Provision of supervision allowance of Rs. 5 for Headmasters of Lower Secondary Schools (Paragraph 63)
 (i) Selection grade posts unnecessary (Paragraph 67)
 (j) Regrading the pay of certain specialists in the Elementary and the Secondary and the Training Schools (Paragraph 69)

8. *Curricula of Studies.*

(i) *Elementary.*

- (a) Extension of the course by one year to make Elementary Education complete in itself—remodelling the curricula to provide for the teaching of all subjects of practical utility (Paragraphs 78 and 79)
 (b) English to be taught as a subsidiary subject in the last two classes of fully developed Elementary Schools (Paragraphs 80 and 81)
 (c) Elementary Education to be free throughout (Paragraph 82)
 (d) Text books for Elementary classes to contain a variety of lessons offering wider scope for choice of lessons to suit particular localities (Paragraph 83)
 (e) Text books to be edited by Government for a fixed period of years (Paragraph 83)
 (f) Reduction of the duration of work in classes 1 to 3 to $2\frac{1}{2}$ hrs. a day (Paragraph 84)

(ii) *Training Course.*

- (a) Selection of candidates for training to be made with reference to the needs of schools of particular localities so that local people may be employed as far as possible in schools (Paragraph 88)
 (b) Necessity for getting more people trained year by year, so that in as short of time as possible all teachers may be qualified for the profession (Paragraph 89)
 (c) Desirability of opening another section for the training of women teachers. (Paragraph 90)

(iii) *Secondary.*

- (a) Curricula of studies for Secondary Education to be revised with reference to the rules and regulations of the Madras University (Paragraph 91)
 (b) Starting of Home Preparation courses for women teachers (Paragraph 93)
 (c) Bifurcation of secondary course into literary Secondary and Industrial Secondary after the Elementary stage (Paragraph 93)
 (d) *Vocational Education*—The present system of vocational Education unsatisfactory—absence of literary knowledge in teachers and the taught—non teaching of the theory of the industries—consequent low quality of both teachers and the students (Paragraphs 93 and 93)

Suggestions for improvement.—(i) Elimination of the present Industrial schools by starting pre-vocational schools in suitable centres, after getting suitable candidates trained in the several subjects outside the State—course of study in the pre-vocational schools to be for four years—provision to be made for the teaching of the theory and the practice of the industry taught, for half the session daily, other subjects such as Vernacular, English, Mathematics, Drawing, etc., being included to enable students to understand the theory of the industries better—the syllabus to be so framed as to enable a candidate undergoing a successful course for four years to be fit to take to private occupation and to have a wage earning capacity more than that of an ordinary work-man in that line, or to be fit to join an advanced school of technological study. A student after four years of study in the pre-vocational school to be admitted into Form III of a literary school, if he desires to pursue literary studies (Paragraphs 94 to 96)

- (ii) Free education in the pre-vocational school—no stipend (Paragraph 94)

9. *Grants-in-Aid.*

- (a) Rates of grant now in vogue too liberal, and have no comparison with those obtaining in Madras or Travancore. The rates recommended by the D. P. I. for Elementary Schools too low at the same time. Revision of the present rates urgently called for (Paragraphs 20, 97 and 98)
 (b) Private management to be made to contribute $\frac{1}{4}$ of the cost of staff, Government paying only $\frac{3}{4}$ of the pay of teachers in Elementary Schools as grant (Paragraph 105)
 (c) Grant to Secondary Schools to be fixed at $\frac{1}{4}$ or $\frac{3}{4}$ of the net deficit, according as the school is a boys', mixed or a girls' school (Paragraph 105)
 (d) Rate of contingent expenditure to an aided school not to be based on the cost of staff, but should be based on the rates for corresponding Sirkar school, the maximum being Rs. 1,200 and Rs. 250 for Upper Secondary and Lower Secondary Schools respectively per year (Paragraph 103)

(e) Hardship on account of the present rule of minimum strength for eligibility of grant. Hence a system of proportionate grants to be introduced to mitigate the hardship

(Paragraph 104)

(f) Rates of pay to aided school teachers for purposes of grant. Elementary school teachers to be given the same rate as those for Sirkar teachers of the same grade. Different and lower grades to be fixed for Secondary School Teachers, viz., Rs. 35—60, 60—90, and 120—150 (for Head-masters)—In special cases, Government to allow private management to give more than these minimum rates and grant to be calculated on such higher rates. Existing teachers in aided schools to be given the benefit of the present grades.

(Paragraph 106)

10. *Control and management of private schools.*

(a) Necessity for strict control and supervision over private schools, both aided and unaided

(Paragraphs 108 and 109)

(b) Codification of relation between teachers and managers of private schools, and the managers and Government—Managers to be given free hand in the matter of first appointment of teachers in their schools from among the list of qualified hands to be furnished to them—Managers to be given power to fine or suspend teachers for specific and good reasons and also to dispense with the services of those on probation—Managers not to have power of dismissing or dispensing with the services of permanent teachers without previous sanction—disputes between managers and teachers to be decided by the Board of Education. Teachers to have a right of appeal to the Director against an order of punishment by managers, and to the Diwan against an order of punishment by the Director

(Paragraph 115)

(c) Making provident fund compulsory in private schools. In special cases of financial difficulties on the part of managers, exemption to be given for them from contributing

(Paragraph 115)

(d) Amendment of the Education Code to incorporate these provisions

(Paragraph 115)

11. *Inspectorate.*

(a) The Committee not in favour of reducing the number of divisional officers or of creating a lower grade of Deputy Inspectors

(Paragraph 116)

(b) Increasing the number of Deputy Inspectors by 2 and distributing the number of schools among them

(Paragraph 119)

(c) Authorising Deputy Inspectors to visit and inspect Lower Secondary Schools also

(Paragraph 119)

(d) Post of Deputy Inspectress as such unnecessary—reserving 2 posts for ladies

(Paragraph 120)

(e) Necessity for revising the pay of Inspecting officers

(Paragraphs 122 and 123)

Inspectress and Inspector	Rs. 250—20—350
Deputy Inspectors	Rs. 125—5—150

(f) Appointment of a Muslim as Deputy Inspector, provided qualified hands are forthcoming

(Paragraph 120)

(g) Necessity for inspection code clearly defining the functions and duties of the Inspecting officers

(Paragraph 125)

12. *Female education.*

Too early to withdraw or curtail concession for females. No objection to raise the fee for girls in the College classes to $\frac{3}{4}$ of the fee of boys—co-education undesirable as a matter of policy in the secondary stages

(Paragraphs 126 and 127)

13. *Adult education.*

Starting of village libraries in each Panchayat area organising a visual instruction branch

(Paragraphs 129 and 130)

14. *Education of the Backward and Depressed Classes.*

Continuance of stipends for 2 years in each class—substitution of free education in the College Classes to backward class pupils, for half fee concession—institution of 2 scholarships for the pupils of the backward classes for professional courses outside the State—prescription of a uniform procedure in the matter of granting half fee concession, and adopting a form of poverty certificate—inclusion of Kudumi Chetties under Depressed classes for purposes of educational concession—adoption of the same rates of concession in Cranganur

(Paragraphs 131 to 138)

15. Concession to poor students of other castes—setting apart a small percentage of the fee collection in each school towards stipends for such poor and deserving pupils

(Paragraph 139)

16. *Muslim education.*—Muslim Education Committee, and a special officer to superintend Muslim Education unnecessary—the present arrangement to continue

(Paragraphs 140 to 142)

17. *Namboodiri education.*—Namboodiris backward in English education—a system of stipends to be introduced

(Paragraph 143)

18. *Sanskrit schools*.—Need for starting more schools, and for a liberal scale of grants to such schools—enforcement of curricula in all schools, and periodical inspection necessary—affiliation of the Sanskrit College to the Madras University—Provision of facilities to teach all subjects in the Government section as those in endowment section. (Paragraphs 144 to 148)
19. *School of Music and Painting*.—Special schools for these unnecessary—Painting to be introduced in the pre-vocational schools. (Paragraphs 149 and 150)
20. *School for defectives*.—Experiment on a small scale to be tried in the Training Institution—Teachers to be deputed for training at Palam Cottah (Paragraphs 151 and 152)
21. *Religious Instruction*.—No change from the present practice is called for—religious instruction to be conducted outside normal school hours (Paragraphs 153 to 155)
22. *Medical Inspection*.—The present system not satisfactory. Primary school children to be examined once in the Elementary course—Honorary Doctors in Government Hospitals and Medical men in charge of the several dispensaries, etc., to conduct the Inspection instead of the present Medical Inspectors who won't have time to do the work (Paragraphs 156 to 160)
- Abolition of the present system of Medical Inspection. Abolition of the present posts of medical Inspectors, and Inspectress, they being absorbed into the Medical or Public Health Department (Paragraph 161)
23. *New policy suggested for Primary Education*.
 (a) Local school Boards or school committees unworkable—Impracticability of eliminating Private and Aided agencies from the field of Education (Paragraphs 163 and 164)
 (b) Creation of the Board of Education to advise the D. P. I.—Board to have 7 members (D. P. I., President, one inspecting officer, Secretary, one representative each from the managers' Association, Teachers' Association, and one member from the Legislative Council to be elected by those bodies, and 2 others to be nominated by Government to serve special interests). The work of the Board to be honorary and advisory, to have a term of 3 years, and to meet at least once every quarter. The main functions of the Board to be to advise the Director of Public Instruction on matters referred to it, to consider applications for schools, for grants, etc., to decide disputes between teachers and managers of private schools, to draw up every year a list of qualified hands fit to be appointed as teachers in schools, Sirkar or aided, as well as a list of candidates to be trained year by year (Paragraphs 165 to 167)

Part III.

24. *Finance*.—The maximum expenditure on Education to be fixed at about 20% of the revenues of the State (Paragraph 174)

SEPARATE NOTE BY THE Rt. Rev. Mgr. M. EDAKOLATHUR,
MEMBER, EDUCATIONAL SURVEY COMMITTEE.

I regret that I find myself unable to agree with most of the proposals formulated in the Report of the Committee; and I therefore feel bound to record my views in this separate note.

The Cochin Educational Survey is primarily the result of the recommendations of the Special Finance Committee which concluded its labours six years ago in 1928. This Committee recommended *inter alia* the desirability of the abolition of some of the Sirkar Upper Secondary Schools, the transfer of Primary and Secondary Education to private agency and the restoration of building and equipment grants to encourage private agencies to open new schools. The Government, in accepting these suggestions, ordered a detailed survey of the educational requirements of the various localities in the State. The Survey Report, though comprehensive in scope, contained several novel features; and was, therefore, accorded a mixed reception by the public, who in the main subjected it to a searching criticism both in the press and on the platform.

In pursuance of the Director's suggestion, the Government appointed the present Committee to consider the various recommendations contained in the Report. The Report submitted by the Committee, I am however constrained to observe, reveals a lack of the grasp of realities and actual conditions; and many of the recommendations contained therein are, therefore, unworkable and if accepted by Government would usher in an era of educational retrogression in the State.

At the very outset the Committee is alarmed at the growing expenditure in the Educational Department when the annual budgetted amount ranged only between 12 and 15.3 per cent of the total income of the State and asserts that "the time has certainly come for us to pause and consider whether we have not reached a stage in the outlay on education beyond which it will be hazardous to proceed"; and yet strangely enough it does not hesitate to recommend a scheme of reorganisation which will result in an increase in expenditure by 3.2 lakhs of rupees and fixes 20 per cent of the total revenue of the State as the minimum to be spent on education. It then hastens to assure the Government that "this allotment should not be considered in any way disproportionate or extravagant". Another regrettable feature of the Report is that important pronouncements of eminent administrators like Sir P. Rajagopalachariar and Sir Albion Banerjee explaining the importance and utility of private agencies in the field of education are interpreted in a manner which the authors of these statements could not have dreamt of. The authors of the Report throughout view the management of aided institutions with a bias and suspicion which is as unjustifiable as it is unfounded, and indulges in expressions which are insinuating; and even when compelled by the logic of facts to make appreciative reference to the work of these educational agencies, they do so grudgingly and without grace. They seem hardly to realise the importance of aided schools in the economy of State education and consequently make recommendations which will not only restrict but eliminate private agencies, thus depriving the State of the pre-eminence which it occupies to-day in point of literacy and enlightenment.

Other serious drawbacks of the Report are that some of the statistical tables furnished therein are incorrect and misleading; that it is based mostly on information gathered from official sources; and that in the matter of concentration and abolition of schools, due appraisement has not been made of local conditions. It is also very regrettable that adequate consideration was not given to the views of expert Committees like the Special Finance Committee and the representations of responsible non-official bodies such as the Managers' Associations, ecclesiastical dignitaries and distinguished educationists like Rao Sahib C. Matthai, the retired Director of Public Instruction, who were all invited by the Committee to offer their views. Much valuable experience was thus lost in the preparation of the Report.

The Growth of Expenditure on Education.

The problem as set forth at the very beginning of the Report deals with the enormity of the Government's annual expenditure on education. It is

pointed out that while the sister State of Travancore spends only 18.2 per cent of the gross revenue on education, Cochin has budgetted for 1109 M. E. about 19 per cent, and that this is the maximum outlay on education beyond which it would be hazardous to proceed. These figures are either incorrect or misleading. Travancore as a matter of fact spends a larger amount on education. On page 52, para 23 of the "Statham Committee" Report it is stated that 'the percentage of total Government revenue in Travancore spent on education is 23.6'. In Cochin the percentage has generally been less than 15. The inflation in the education estimates of the current year has been mainly due to the large sums budgetted for the Maharaja's College equipments, which will not be a recurring expenditure.

Besides, we would obtain incorrect results, if we arrived at a percentage on the figures of the current year; since generally the estimated and revised amounts vary considerably and it will take some time more before we can know the actuals. Thus for example, the budgetted total receipts for 1107 was Rs. 84,67,000 and the educational estimate for the year came to Rs. 15,49,700; thus yielding an outlay of 18.3 per cent on education. But the revised figures for the year were Rs. 1,02,29,900, total revenue; and Rs. 15,65,400 educational expenditure, which brought down the percentage to 15.3. This may explain the statistical error even in the Administration Report of the Department for the year 1107 M. E.

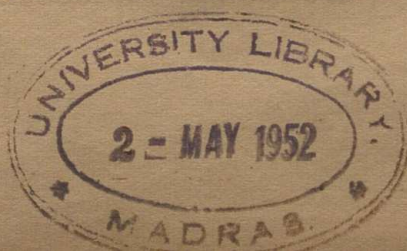
A comparison of our figures with those spent for the same purpose by the other progressive Indian States will go to convince any-one that Cochin is spending proportionately a lesser amount on education. The percentage for Baroda, Mysore and Travancore is 18.3, 19 and 23.6 respectively; while that of Cochin for the same year comes to only 15.3. Thus there is no ground for the assumption in the report that we have reached the maximum level in educational expenditure; nor is there any justification whatever in the proposal to cut down existing grants, which has been productive of so much good in disseminating literacy in our land, with the result that educationally Cochin stands to-day in the very first place among the States and provinces of the Indian Empire.

I may here point out that the growth of expenditure on education has not at all been exorbitant in comparison with the growth in other departments. Look at the following figures showing the expenditure on some of the important departments, including education from 1101 to 1107 M. E.

Serial No.	Departments	1101	1107	Percentage of growth
1	Agriculture and Panchayat	20,00,026	4,51,200	125
2	Medical and Sanitation	3,33,420	5,02,300	50
3	Scientific	90,614	1,49,400	65
4	Public Works	10,67,683	15,52,700	50
5	Forest	1,86,069	2,49,000	34
6	Education	11,61,116	15,65,400	34

These figures show conclusively that other Departments have not suffered owing to the demands of the Education Department; and that as a matter of fact the percentage of growth of expenditure in this Department has been the lowest in recent years.

In para 11 of the report it is stated that "reviewing the heads of Revenue, we are forced to think that there are, however, no great prospects of expecting a large yield from any of the sources of income for years to come. On the other hand, there is sufficient reason to fear that under some heads of revenue such as Excise, a fall in income is not at all unlikely in the long run". This is another instance of a merely gratuitous assumption which is made use of to



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justify the proposal to cut down grants, which is the only means, according to the report, to arrest the supposed growing expenditure. In the first place, even granting that we have reached the maximum of our total receipts, any cutting down of essential items of educational expenditure can be resorted to only when we have passed the maximum percentage which can be reasonably allowed. We have seen already that Travancore spends 23·6 per cent though the results obtained are not so good as in our State, which will be clear from the figures given in the Census Report for 1932-1933. A greater amount is spent in some of the advanced countries of the present day. Considering the importance of education in modern society, I think a demand of 25 per cent of the gross revenue for education will not be unreasonable. Lest this may be considered a very alarming figure, especially in view of the great financial undertakings our Government have in hand now, I may propose 20 per cent as the maximum towards educational expenditure. This has been finally conceded in para 173 of the Report, though quite a different stand-point was taken at first. Leaving out of account the educational budget for the current year which, as has been already pointed out, is an abnormal one owing to the large sums estimated for the Maharaja's College, we have not so far exceeded 15·3 per cent. Thus instead of cutting down ordinary, salary and contingent grants, the Government can reasonably provide a few more lakhs in their annual budget towards building and equipment grants and play-grounds to aided institutions of all classes, which alone will contribute to a tangible increase in the qualitative value of education imparted in our State.

In this connection I wish to emphasise that curtailment of expenditure on education should come only after the curtailments on other items have been made; for this item is more important than any other item in a State's system of economy; and the axe of retrenchment should fall on it either at the last or in the least. Expenditure on education is in the nature even of an economic investment for the people, as it is calculated to increase the efficiency of the individual and thus add materially to the wealth of the State. In this connection, I may quote the very weighty pronouncement of the Arch Bishop of York in the columns of the London Times in one of its issues last year. Says His Grace:—"There is, therefore, no department of national expenditure in the cutting down of which there should be so much hesitation as in that of education. If there is to be any retrenchment at all, it must be in the direction of educational administration and buildings, but certainly not in the direction of reducing educational facilities. It would be a serious national blunder, if retrenchment ended in depriving even a single pupil of the benefits of education which he might have otherwise got. No country, therefore, attempts to touch education with its axe of retrenchment, unless retrenchments in other directions have been made and found inadequate." This is not the case in Cochin to-day. The suggestion, therefore, that in the interests of other items of expenditure, that on education should be curtailed is not to be accepted, particularly when there has been a series of surplus budgets.

Our Revenue is elastic.

The report has laboured at length over the financial problems of the State, made a gloomy forecast and thus fortified, has made conclusions prejudicial to the aided schools, though it has ultimately advocated a scheme involving a considerable increase in the expenditure under education. The finances of the State could safely be left to be tackled by those in charge of the present administration, but I am constrained to offer the following remarks to remove any misunderstanding likely to be created by the facts as set forth in the Report.

I am not so very despondent as some of my colleagues regarding the possibility of increase in the public revenue. The Budget figures for the past decade will make it clear that receipts under the sources, Railway and Customs, have been the mainstay of the State. The completion of the Cochin Harbour, the conversion of the Railway into broad-gauge and the improvement of world economic conditions, will increase the revenue under these heads.

Nor is there sufficient reason to fear that under Excise a fall in revenue is likely to occur in the long run. It is true that at the height of the Congress

movement, owing to pressure brought to bear by picketing liquor shops, there was a fall in Excise Revenue in British India; and to some extent it had its repercussions in Native States as well. Owing to the restoration of stable conditions, however, the movement has completely died out; and we may safely presume that there will be no fall under this head of revenue for a long time to come. I do not, therefore, agree with the observation in the main report that there are no great prospects of expecting a larger yield in future from any of the sources of income and that there is sufficient reason to fear a drop under some heads of revenue.

Looking back at the financial position of Cochin in the past, it is interesting and affords us an object lesson to-day to recall that when Mr. (Now Sir) A. R. Banerji was at the helm of affairs, our State successfully passed through a financial crisis of the first magnitude. In the year 1084 the gross receipts of the State were Rs. 33,52,452 while there was a gross liability of nearly Rs. 30,00,000 mainly owing to the loans outstanding against the revenues of the State. This did not drive that veteran administrator to lay the axe of retrenchment on education, nor restrict its beneficent operations in the State. Realising the importance of such a vital nation-building department as education and keenly aware that the Sirkar alone could not successfully meet the growing demands of the department, he continued with even greater vigour Sir P. Rajagopalachariar's wise and liberal policy of encouraging private enterprise in the field of education. In a press communique issued in 1908 he quite explicitly emphasises:—"Having regard to the disproportionately high rate at which the Government are paying for education of each pupil in the Sirkar Primary schools, the only correct policy at the present juncture is to introduce an elastic system of grants under which the managers of a large number of unaided institutions may be able to equip them so as to make them really useful and efficient". This resulted in a warm and enthusiastic response on the part of Private Agencies; and there now took place a phenomenal increase in the number of aided institutions; which while keeping down Government expenditure on education, really accelerated the spread of literacy among the people. By such judicious financial handling in this and other departments, Sir. A. R. Banerji not only wiped out the large State liabilities between 1084-87 M. E., but actually inaugurated an era of surplus budgets before he handed over the reins of administration to his successor.

Those who are entrusted with the task of administration to-day are also facing a financial crisis, though not of the same magnitude owing to large commitments in the Harbour and acute economic depression that is hanging heavy on the peoples of the world; but they may profitably follow the methods of Sir A. R. Banerji by cutting down the expenditure on Sirkar educational institutions of all grades and divert a part of the funds towards enhanced grants to aided institutions which would increase their number and efficiency.

Sirkar and Aided Schools.

Before the present system of education came into existence, there were only a few Government schools and no aided institutions. But from the year 1075 onwards both the Government of Madras and the British Resident pressed upon the attention of the Cochin Darbar the necessity of extending aid to private schools. In a Government Order issued in 1075 the Diwan Mr. (later Sir) P. Rajagopalachariar stated "that there can be no doubt that a better out-turn can be secured if direct departmental operations are reduced and the funds thus set free are utilised for subsidising aided schools and this point must be kept in view whenever educational references are disposed of. The Superintendent must clearly understand that the policy of the Darbar is to restrict and to reduce departmental operations and to encourage the operation of the aided agency."

Thus at the very time when the foundations of our present educational organisation were being laid, it was perceived that the main basis upon which that structure should be built, was the aided schools. We have already seen how Sir Albion Banerji endorsed this policy in equally unmistakable terms. He stated that "the Government should endeavour to encourage private agencies and secure their co-operation to the utmost extent by liberal and systematic

policy; otherwise it would be difficult to find the ways and means to finance educational institutions on a very extensive scale". This principle Sir Banerji assiduously endeavoured to put into practical effect. He secured the services of an educational expert, Mr. John Vansomeran Pope, as Special Educational Officer for three years. After studying the local conditions, Mr. Pope drew up a comprehensive scheme for the development of education, in consultation with experienced educationists both within the State and outside and then compiled an Educational Code, embodying among other things the Grant-in-aid Rules, in accordance with the new policy of a more elastic system of grants.

Mention must be made here that the fountain-head and source of this inspiring policy was the greatest of Cochin's Rulers, His Highness, the late Ex-Maharaja, whose great solicitude for the welfare of His subjects was expressed in all His acts; and in no sphere was His benevolent zeal more continuously exercised than in the Department of Education.

What far-reaching and beneficent results this policy had in placing Cochin to-day in the van of educational activity in India, is a matter of common knowledge. Our small State, with its limited financial resources, would not have made these giant strides in education but for the willing and enthusiastic co-operation of aided agency. Taking the figures for 1107 we find that whereas out of a total of 634 schools of all categories, there were as many as 468 private institutions, only 166 were owned and managed by Government. This disparity in numbers becomes all the more glaring, when we take into account that these Sirkar schools cost the tax-payer enormous expenditure; while the aided agencies are a source of great saving to Government. Thus while the average cost to Government for the maintenance of a Sirkar Primary school is Rs. 2,008, the approximate average expenditure for aided Primary school in respect of grants is only Rs. 750. (Vide Report of the Educational Survey, p. 20). To conduct a Sirkar school, therefore, it requires by way of cost considerably over twice the amount met by the Government on a corresponding aided school. This fact is all the more emphasised by the facts and figures culled from the administration reports of the Education Department for the years 1105 to 1107 and given below. In 1105 out of a total number of 751 literary schools, only 171 were conducted by the Government, in which 45,966 pupils were taught at a cost of Rs. 6,20,161; whilst in 580 private schools, 1,06,166 pupils were given instruction at a cost of only Rs. 4,44,753. The same tale of extravagant expenditure on Sirkar schools for a comparatively limited number of pupils and a very strikingly low expenditure for over double the number of students attending private schools is seen repeated in the pages of the administration reports of other years. Thus in 1107 to maintain 36,651 pupils in Sirkar Primary schools it cost the Government Rs. 3,30,350; while the amount spent in the shape of grant to aided schools to educate 96,560 pupils came to only Rs. 3,85,716. The expenditure incurred on 8,458 pupils in Sirkar Secondary schools is Rs. 1,12,638; but it cost the Government only the small sum of Rs. 51,075 to educate almost an equal number of pupils (8,600) in aided Secondary schools.

Answer to question No. 104 of the Cochin Legislative Council Session of 5th August 1932 will show clearly the same enormous difference in expenditure per pupil in the Secondary Department of Sirkar schools and that of aided schools.

Cost to Government per pupil.

		Rs.	A.	P.
(a)	Sirkar High School, Trichur	18	5	0
(b)	St Thomas' High School do	2	0	0
(c)	C. M. S. do do	6	7	0
(d)	Vivekodayam do do	6	2	0
(e)	V. G. School, (Sirkar) do	38	0	0
(f)	Sacred Heart Convent High School, Trichur	8	13	0
(g)	Girls' High School, Irinjalakkuda (Sirkar)	25	13	0

The Director's Survey Report itself admits that the cost of maintenance of Government Primary schools (124) is Rs. 3,73,573, excluding the P. C. R. charges, pensions and other incidental items of expenditure, while grant to Private Primary schools (391) amounted to only Rs. 4,26,078.

On Industrial schools Government spent for 1,911 pupils Rs. 1,07,543 while the cost of educating 1,228 pupils in aided schools came to Rs. 9,247 only. The same marked and unjustifiable difference in expenditure is kept up in subsequent years.

A study of these figures amply bears out that private agencies are a means by which immense economy is effected by Government and that comparatively more money is spent by Government to conduct a far fewer number of Sirkar schools; the proportion of the cost per pupil attending a Sirkar Institution and that in an aided one being over 2 to 1. It will become equally clear that if private agencies were not forthcoming and the Government itself undertook to start and conduct 634 institutions in the State, it would have cost the Sirkar the huge sum of Rs. 15 lakhs over and above what it actually spends now; or in the other alternative, the number of schools would have been far fewer and Cochin would not have compared favourably with the other progressive Native States and even British India in point of literacy.

Having regard to the fact that private schools are as efficiently conducted as the Sirkar institutions, as is evidenced by the results in Public Examinations and achievements in the field of sports and as is testified by Inspection Reports and well-informed responsible public opinion; and having regard to the disproportionately high rate at which the Government are paying for the education of pupils in Sirkar schools, the enormous amount of money which the Government spent on Sirkar schools is not only uneconomical, but wasteful and an injustice to the tax-payer. The only reasonable course under such circumstances would be to accept the suggestions of the Special Finance Committee which are as follows:—

“The abolition of some of the Government Upper Secondary schools especially in places where there are private schools or their transfer to private agency, the elimination of division of forms in the Government schools especially in places where there are private schools in convenient proximity, the transfer of primary education to private agency as much as possible, the provision of building and equipment grants to encourage private agencies to open new primary schools and the reduction of expenditure on stipends and scholarships.”

The aided schools thus form the key of the arch in the educational structure of the State, and are mainly responsible for the rapid spread of education at a comparatively low expenditure. As the manager of the Premier Aided Institution in the State and Secretary to the School Managers' Association, I have had intimate contact with the working of private agencies in the field of education; and I feel it, therefore, in duty bound to point out here that some of the references in the main report to aided schools reflect badly on the managements thereof and reveal a want of appreciation of their noble and selfless work to spread learning amongst the various communities in the State. I may also sound a note of warning that any attempt to disturb the present system would result in the complete break down of so important a structure of public utility built up during the past two decades by the constructive wisdom of two of our greatest Diwans.

In this connection the following appreciative references to the work of aided agencies in a speech recently delivered by Sir A. P. Patro, some time Minister for Education to the Government of Madras, are relevant. He said that a school for every village, on a pial or under a banyan tree, manned by enthusiastic and honest teachers was the need of the hour. All agencies which were engaged in the work must be fully availed of and helped. In this connection, he said, the Madras Corporation had not done their duty; their treatment of the aided institutions which had been doing the work cheaply and efficiently had not been fair. He hoped steps would be taken to bring the work of the Corporation schools and aided institutions into line so that the best results might be obtained. The aided agency, he said was a great asset in the expansion of elementary education in the Presidency and the impression that it was existing for profit making was altogether wrong as it was also unjust. There were, no doubt, certain aided schools which were defective and inefficient. But the cure for this was not to do away with the aided agency altogether (The Hindu, 2nd April, page 12).

Provision of Schools.

In para 28 of the report it is stated that "the Convent L. S. School, Irinjakkuda, was recognised when there was no scope for two Girls' Lower Secondary schools in that locality". A perusal of the departmental order on the petition from the Convent authorities, dated 23rd April 1923 will show that the school was started owing to the overcrowding of the two neighbouring schools; and that though the Department objected to the opening of the Lower Secondary forms in that year for want of accommodation it gladly sanctioned the same in the following year and expressed its gratification at the very efficient manner in which the school worked (vide order 12th February 1925, Dis No. 4201/D/00). Since then the school has made further progress in buildings, equipment and staff and its growing efficiency and popularity have been testified to in the various Inspection Reports and by distinguished visitors.

In the same para an adverse comment is also made on the Convent school at Chelakkara. The genesis of this institution is an exceedingly interesting one in as much as it is the outcome of a persistent and organised popular demand. This was voiced forth by the Member for Pazhayannur in the Legislative Council to which the Director of Public Instruction replied that the Government would be glad to welcome a private agency to open a new school there (vide L.L.C. L. C. Vol. II, Part 26, page 2164). Subsequently, the local inhabitants petitioned His Excellency the Bishop of Trichur to open a Girls' School and this request was forwarded to the department and sanction obtained.

The efficient working of both the schools has been admitted by the Director of Public Instruction in his recent visits.

Para 72 (a) of the report examines the position and future of the Sirkar High School, Trichur. In this town there are three other well-equipped and well-managed institutions, such as the Vivekodayam, the C. M. S. and the St. Thomas' High Schools. Whereas the strength of these private institutions has steadily gone up, which speaks well of their efficiency and popularity, the strength of the Sirkar High School has steadily gone down. Yet the Government is still incurring an annual loss of about Rs. 24,670 though it costs the Sirkar only a fraction of this huge sum to maintain all the three aided institutions of the town. No wonder then that the Municipality has refused to take over the management of this very costly and superfluous institution, though such a step was warmly recommended by the Director. In the face of these facts and the brilliant results that the aided Boys' Schools score year after year both in the Public Examination and in the field of sports and athletic competitions, it is rather surprising that the Committee should recommend its continuance by the Department as a model institution.

The fact is all the Sirkar institutions especially the Secondary schools involve a huge financial strain on the State Exchequer. In this connection, it may be pointed out that in proportion to the total population Cochin has far too many High Schools when compared with even the most progressive Indian States and provinces. In localities where there are already aided High Schools, the Sirkar institutions may be suppressed; and in the remaining cases, they may be handed over to private agencies. This will result, as has been pointed out elsewhere, in a considerable saving to the Government without in any way impairing educational efficiency.

Raison d'etre of Aided Schools.

The survey report insists upon the allegation that cheapness at the cost of efficiency was the reason that induced Sir Albion Banerji to extend the system of aided schools. "A careful perusal of the Minutes and Proceedings of Mr. Banerji on the subject will convince any unprejudiced and impartial mind that the only consideration which weighed with him in finally deciding in favour of the restriction of State management and the extension of aided educational agency was one of comparative cost". (Report para 79). But this is a prejudiced interpretation of that great Statesman's attitude in this matter. For in a press communique dated 24th February 1908 he made the following statement which may be said to be the very cornerstone of the present educational organisation.

of the State:—"I doubt if a complete departmental system of education is justified in the present state of the State on the ground of either principle or expediency. Children of different races and creeds have to be educated and no cut and dried system can safely be applied to all. On the other hand, the people of the various communities will take more interest in the education of their own children if they have the management in their own hands".

Thus both the question of comparative cost and the rights of communities to maintain their own schools contributed towards the encouragement and development of aided agencies in the past. Now, even supposing for arguments' sake that the State has enough financial resources to undertake the entire volume of educational work, still it will not be justified in reserving the monopoly of education to itself. The parent and the parent alone has the right and responsibility of giving a suitable education to his child and to choose the institution in which the child will receive that education. In this connection, I may draw attention to a recent remark made by Mr. Ramsbotham, Parliamentary Secretary to the Board of Education in England. He says:—"The parents are and must remain primarily responsible for the training and the education of the children that they bring into the world. Nothing can or should divest them of that responsibility. It is for the State to supplement the parents and not to supplant them".

The Hindu of July 20, 1927 commenting on section 49 of the Madras Elementary Education Act says that the clause "No guardian shall be compelled to cause a child to attend a school at which attendance at religious instruction in a faith other than that to which the child belongs is compulsory" must be made a common law for all Denominations. This concedes the right of the parent to choose the school for his child and Denominational institutions have thus a right for existence.

Private Agencies are, therefore, quite essential to carry on the work of education and it is the duty of the State to help and encourage such private enterprise as long as they satisfy conditions *sine qua non* for proper and efficient instruction.

In this connection I regret to point out the Survey Report calls in the authority of Sir Albion Banerji to show that even during his regime such a strong desire existed on the part of the people for Sirkar schools. "The tendency of late has no doubt been to ask for Sirkar schools everywhere and a strong desire for Sirkar management." These words of Banerji are quoted in the Report. Now to quote so that eminent statesman is very misleading; because the preference shown by the people for Sirkar schools and Sirkar management is a preference of these over p^{ya}l schools and p^{ya}l management which was the prevailing type of educational organisation in those days. People did not ask for the former in preference to aided schools. These latter were coming and people even confused them with Sirkar schools; because of the Government aid, inspection and control of these schools. So in asking for Sirkar schools they were asking for these in preference to p^{ya}l schools and in many instances they were only asking for aided schools. When Mr. Banerji's words are thus viewed in their true setting and especially in the light of his strong and pronounced predilections for aided schools, it is clear that his authority cannot be invoked to support any assumption that the people have all along preferred Sirkar to aided schools.

As a matter of fact every one knows that there are a few institutions which without public support and due to financial stringency have requested the Government to take them over; while there are some instances of even good schools that have made such requests, because some kind of undue pressure has been brought upon them in the interests of teachers, who for reasons of pensionable service and other privileges naturally desire for Sirkar management. It will be altogether erroneous to generalise upon the efficiency or otherwise of educational institutions taken as a class; for each school, Sirkar or aided, has to be judged on its own merits.

Future of aided Schools.

On page 5 in the report of the Educational Survey, the D.P.I. says that "we certainly do not have too many schools, if our aim is to educate every child of school-going age." It will be preposterous to recommend the reduction of the number of our existing schools in these days, of mass education. It will be financially impossible for the Government to take over the management of all present schools. If all the private schools are to be taken over by Government, an annually recurring expenditure of more than double the amount now spent on education would be the result, not to speak of the incidental charges of such resumption on account of enhanced salaries to staff, pension; and the still more enormous sums which have to be given to managers towards the cost of school building and other compensation. Hence it is impossible for the Sirkar to take direct control of education especially elementary and this fact is grudgingly admitted in the report.

The next alternative to Sirkar management and control in the opinion of the author of the Educational Survey Report is the proposal to transfer management to local bodies. This proposal is discountenanced and rightly in the report as impracticable, especially in view of the absence of civic responsibility in our State as is revealed by the working of the Panchayat Department.

It is thus evident that Government cannot do away with the machinery of private agency in the field of education. Thus the aided schools which have in the past made a most useful and distinctive contribution to the growth of education in our State have an equally great future.

In this connection, I may point out that the Statham Committee also recommends that the Government should gradually divest itself of the management of a considerable number of departmental institutions in the State. This recommendation will also throw light on that Committee's high appreciation of the value of aided agency in the field of literary education. Para 22, page 51 of the Report says that "Aided agencies are to be welcomed from another point of view also. They represent in many cases organised enthusiasm or personal enthusiasm which, unfortunately, tends to be absent from the more formal and impersonal machinery of the departmental agency. As we have shown in another chapter, the missionary spirit in education would be present even in departmental institutions if all officers were really enthusiastic about their work. But it cannot be denied that certain aided organisations whether Christian or non-Christian have a driving power behind them which, if their schools are otherwise efficient must prove to be a welcome form of effort in the field of education".

System of grant-in-aid.

This takes us to the question of grant-in-aid. It is contended in the report that the continuance of the present number of schools would entail a reduction of the grants-in-aid or in the alternative the imposition of an additional tax, in view of the recent increase in the educational budget. But a careful and unbiased examination of facts will show that neither of these alternatives is necessary. The rise in educational expenditure during the past four years is partly due to the large sums of money Government spent on College-equipments and partly the result of the appointment of superfluous supernumerary hands in Sirkar schools and maintenance of unnecessary divisions in both Sirkar boys' and girls' Secondary schools at a prohibitive cost. Expenditure under these heads can be easily controlled, which will result in the saving of a few lakhs of rupees.

This saving will enable the Government to make a generous revision of the grants-in-aid system in favour of private agencies, which in turn will enable the aided schools to have better equipments and buildings and a contented staff. In this connection it is interesting to note here the unanimous view of the Special Finance Committee on the work of aided schools. They say that "as the work of private agencies is both necessary and welcome for the extension of Primary education among the people, this expenditure must go on increasing in

view of the splendid response of private agencies to the call of the Government and the people."

The same opinion is expressed by no less an authority than Rao Sahib C. Matthai, the retired Director of Public Instruction (vide the note of the discussion with Mr. C. Matthai as recorded by the Committee). He thinks that the present rates of grants-in-aid cannot be reduced simply because it will affect the present schools. He is sure that many aided schools will have to be closed down if the grants are reduced and that the Government will, therefore, be obliged to open Sirkar schools in their stead which he thinks will be bad economy. He says that a comparison in this matter with Madras or Travancore will be odious, looking into the degree of efficiency and literacy obtaining in the State.

It is now proposed to reduce the grant to Elementary schools to $\frac{3}{4}$ of the pay of teachers, and to abolish all contingencies; and to pay $\frac{1}{2}$ or $\frac{3}{4}$ of the net deficit alone as grant to Elementary Institutions? according as they are boys' or girls' schools; thus doing away with the present salary grants altogether. It is also proposed to reduce the contingency grant to Rs. 240 in the case of Lower Secondary schools and to Rs. 1,200 in the case of Upper Secondary ones. This proposal to lay the axe at the root of the existing grants-in-aid is due to a misconception that the rates in our State are higher than what obtains in other places. In Madras a Manager gets much better payment from Government than what is given in Cochin. According to the scale of 'assessed grants' for every trained School Final employed by him the manager gets from the Government Rs. 16—8—0 per mensem; besides this, the manager is given an efficiency grant which may go up to 50 per cent of the 'assessed grant' per year, while he is also allowed to levy fees upon pupils even in Elementary schools. Thus the manager makes up from these sources practically the whole amount of the teachers' salary and other cost of running the school without his having to contribute anything towards it. Further the department does not insist upon a fixed salary to be paid to teachers as in Cochin. And yet there is a persistent and growing demand in Madras to get the rates of grant increased. In Mysore and Baroda a far more generous system of grant prevails than what obtains in our State. In Travancore the grades of pay of teachers are slightly lower, but not the rates of grant. These lower grades of pay are possible there because of the different set of circumstances in that State, among which may be mentioned the lower qualification of teachers than that required here. This may explain why the schools there maintain a lower standard of efficiency and the State comes in for a smaller percentage of literacy than what obtains in Cochin. I may point out here that the Committee recommend the introduction of the teaching of English in all our Elementary schools and, therefore, it will be necessary to insist upon a higher qualification of teachers than in Travancore, where most of the institutions are purely vernacular. The lower grades of pay in Travancore may also explain the comparatively smaller number of schools in proportion to the area, population and the number of villages compared with our State. In Travancore for 3,936 villages there are only 2,891 schools; whereas in Cochin for 273 villages there are as many as 634 schools. And yet both the D. P. I. in his Survey Report and the Committee agree that facilities are still wanting in our State for all children of school-going age to receive the blessing of primary education. The existing grant-in-aid system in our State has, as already stated above, encouraged Private Agencies to open a very large number of schools and appoint teachers of higher qualification with the result that we have a higher percentage and a more efficient level of literacy than in Travancore.

According to the census figures of 1931 in Cochin 460 males and 220 females per mille of the population are literate, while the corresponding figures in Travancore are only 408 males and 168 females; The figures for Mysore, Baroda and Madras compare still more unfavourably being only 174 and 33, 331 and 79, and 188 and 30 for males and females respectively per mille of the population.

The following appreciative remarks made by the Commissioner of Census may be aptly quoted here:—"The influence of the Indian Clergy and the educational activities of Christian missions, which won for them their high position have enabled them to retain it, while helping the followers of other religions

also on the road to literacy and progress'. (Vide Census Report Volume XXI, p. 191).

Amongst the reasons for reducing the grant is the allegation that some managers generally do not contribute their share of one-fourth of the deficit. Even if this charge is true, the proposed reduction of grant will not mend matters, because when one does not find sufficient funds to meet a smaller contribution; how can the Committee imagine that further reduction of grant will enable such managers to pay a larger amount consequently upon such reduction? This will entail further hardship on the poor teachers under these managers; while those managers who contribute their share will have to bear an additional burden.

In part III of the Report dealing with the financial aspect, the figures are so manipulated as to make the managers believe that the amount of grant they will receive under the new conditions will not be appreciably less than what they are now getting. The report tries to prove this by giving the hypothetical case of a school which has five teachers on its staff. I may point out that this is not borne out at all by actual facts. Take for example the case of an existing elementary school with 13 class teachers and 3 specialists. The actual payment given is Rs. 294 per mensem and the grant received is Rs. 253—12—11. According to the proposed rates of grant the manager will have to contribute Rs. 96—8—4 including contingencies, which will go on increasing when those teachers reach the maximum of their enhanced pay. The manager then will have to contribute Rs. 143—10—4 per mensem. Thus the manager of this school who has to contribute only Rs. 40—1—1 under the existing system of grant shall have to find Rs. 143—10—4 per mensem to meet the demands of the Sirkar under the proposed scheme and when it is understood that this will involve an annual burden of Rs. 1,723—12—0, the hardship which the proposed change will lead to may be realised.

Similarly, in another elementary school with 6 teachers and 1 specialist the manager pays Rs. 121 and gets a grant of Rs. 101—15—0. Now according to the new grades of pay his contribution will amount to Rs. 39—4—4 and this will go on increasing when they reach the maximum. The manager's contribution will then amount to Rs. 64—7—2 per mensem aggregating to Rs. 773—6—0 for the year. If the Government enforce the recommendation that a school should have a permanent income from endowments equal to one-fourth of the anticipated expenditure, then in the case of the former institution, the manager should find a sum not less than Rs. 43,000 and in the case of the latter Rs. 19,200 supposing that the investment brings a 4 p. c. return.

The corresponding figures in the case of an old and well conducted Upper Secondary school are as follows:—

A. Statement of Income and Expenditure under the present rates of grant-in-aid.

Income.		Expenditure.	
Fee receipts	Rs. 12,333—0—6	Salary of teachers	Rs. 16,316—12—7
Salary and contingency grants	5,040—0—0	Contingencies expenses	1,873—15—6
Total Income	Rs. 17,373—8—6	Total Expenditure	Rs. 18,190—12—1
Net deficit borne by the Management		817—3—7	

B.

Statement of Income and Expenditure under the proposed rates of grant-in-aid.

Income		Expenditure.	
Fee receipts	Rs. 12,333—0—6	Salary of teachers	Rs. 16,316—12—7
½ deficit grants	1,991—14—0	Contingent expenses	1,873—15—6
Contingency grant	1,200—0—0		
Total income	Rs. 15,524—14—6	Total expenditure	Rs. 18,190—12—1
Net deficit to be borne by the Manager		Rs. 2,665—1—6	

Thus the committee's proposals to cut down the existing rates of grant-in-aid will increase the burden of the management of the above school from Rs. 817—3—7 to Rs. 2,665—1—6 and will go on increasing as the teachers

reach the maximum of their scale. In the case of another school the deficit borne by the management under the present system amounts to only Rs. 830 whereas under the new proposal his contribution will go up to Rs. 2,910.

Another proposal in the report is to abolish contingencies altogether in the case of elementary institutions and to reduce it considerably in the case of the secondary schools. The contingency grant was originally fixed at 12½ per cent; but subsequently it was reduced to 7½ per cent on the understanding that Government would restore the building and equipment grants. The present proposal to drop the contingencies altogether in the primary department is a step calculated to discourage private agencies who have been instrumental in spreading literacy throughout the length and breadth of the State. Considering the enormous expenditure incurred by the Government in running Sirkar primary schools, one fails to understand the reasonableness of this suggestion to drop the contingency grant altogether.

The report has recommended a lump sum payment towards contingencies in the case of the secondary schools on the basis of the contingent expenses actually incurred by a corresponding Sirkar school. Even this pittance of the reduced contingency grant proposed in the report for secondary schools is withheld completely in the case of primary schools, a proposal the reasonableness of which cannot be grasped by any stretch of imagination.

In the case of the secondary schools, the Managers find it hard to meet all the expenses, though a contingency grant of 10 per cent is granted to the lower secondary and a 12½ per cent to the high school. As stated elsewhere even with the contingency grant, the aided secondary schools stand no comparison with what is so lavishly spent on Sirkar schools. The report states that ample provision has been made for the P. C. R. works which amount to Rs. 100 in the case of an Upper Secondary school. I know as a matter of fact that expenditure under this head in the Sirkar High School, Trichur, comes to over Rs. 300 for the current year; and this is a fair estimate of what is generally spent on other Sirkar secondary schools as well. Instances of trained and untrained teachers referred to in the report with regard to the difference in the payment of contingency grant, betrays a want of grasp of existing conditions or even an unwillingness to probe into the real state of affairs. This will become clear when it is pointed out that both trained and untrained teachers reach the maximum only by annual increment at present. The Committee has also recommended that continuation of the fee concession be extended to the pupils of the backward and depressed classes without providing for any compensation to be paid to the managers of private institutions. This proposal is unjust involving as it does a serious loss to the latter and I therefore, propose that the recommendations of the Statham Committee be accepted in this connection. The Statham Report says:—"We do not consider it reasonable that the Government should insist an aided management granting fee concessions to backward and depressed class pupils unless they are prepared to compensate fully the aided managements for the loss of fee income incurred and we recommend, therefore, that in the case of fee concessions which are insisted on by the Government full compensation by any grant-in-aid should be made by the Education Department". I also take strong objection to the proposed reduction in the stipends now extended to the pupil-teachers under training as this will make the lot of the unfortunate teachers more miserable.

Even under the grant-in-aid rules now obtaining in the State the Managers find it very hard to pay the teachers and meet the various items of expenditure incidental to the efficient running of their schools. If the proposals suggested in the report are given effect to, it will involve even greater hardships on the managers, as is evidenced from the figures given above; and it will eventually spell the extinction of a great majority of schools. Such proposals, if carried out, will not further education in the State; on the contrary, it will inaugurate an era of educational retrogression with all the consequent social evils attendant on it. Besides, it must be remembered that private schools were started and maintained under the distinct understanding that the principles and

policy of Government regulating grant will continue and that the Government could be trusted to keep up its promise and honour. Thus the interests of the managers of aided institutions form a "sacred trust" of the Darbar, whose watch-word is "Honour is Our Family Treasure".

The statement in the report (page 81, para 100) that "the fundamental principle in which the system was conceived and introduced with all possible safeguards was that the aid to be received from Government was simply to supplement the income from other sources and not that Government should meet practically the whole expenditure of the school", is a mere assumption and falsified by explicit pronouncement in the very blue book which has evidently been taken as authority for this. This is what Sir Banerjee has stated in unmistakable terms in his Proceedings dated 12th March 1911, R. O. C. 422/86 in para 15. "Elementary education having been declared free so far as it is imparted through the medium of the Vernacular it necessarily follows that all elementary schools under private management which conform to the Code and follow the curriculum are entitled to aid if they levy no fees. The effect of the grant-in-aid rules will be in all such case to pay the managers the full cost of expenditure except of course in the case of those schools which have got subscriptions, interest on endowments, grants from mission, etc. Secondly, in addition to the payment of salary grant the Darbar are now prepared to make good any difference that may arise between the income and the expenditure even after taking into consideration the salary grant as part of the income. In cases in which the salary grant allowed is sufficient to meet the deficit the total grant admissible will be limited to that amount and in case the salary grant being added to the other items exceeds the expenditure it will be curtailed to the extent that is required to cover the difference between the income and the expenditure". How preposterous the verdict of the Committee is in the face of the above is self-evident.

The contention in the report that "A study of the condition in the neighbouring State of Travancore will dispossess every one of the belief that the high percentage of literacy in Cochin is directly the result of the elastic system of grants", para 14, is another of the sweeping assertions. An honest study of figures shows that at the time of the introduction of the Code and the "elastic system of grant" the number of students in the Sirkar and aided schools was 35,000 respectively. There was a phenomenal rise in the number of aided schools and the students attending these. By 1906 the number of students in private schools had gone up to 1,07,000, while that in Sirkar schools to a bare 45,000. The figures for the aided schools thus witnessed a 300 p. c. increase, while that of Government schools a mere 30 p. c. If this is not the outcome of the "elastic system of grants" one wonders what it is. Why quote Travancore instance when the figures of Cochin speak for themselves?

Different scale of Pay to Sirkar and Aided School teachers.

Another very unsatisfactory feature in the Report is the recommendation to adopt different scales of pay to teachers in Sirkar and aided Secondary Schools. The lower scale proposed in the case of the latter will entail very great hardship on them, increase the existing discontent and finally undermine their morale. The greatest asset of aided service in Cochin so far has been the equality of treatment meted by the Sirkar between its own employees and those of private agencies the correct recognition of the most elementary principle of equal wages for the same work. If administrators in Cochin could recognise this just principle in days gone by, it is quite unwarranted on the part of the Committee to suggest a departure from this just and time-honoured practice.

This invidious distinction is certain to react morally also on the aided school teacher. If this proposal of different pay for the same work be accepted the aided school teachers will sink lower in social esteem and this will add to their discontent. Obviously enough of this discontented and demoralised army of teachers will have to be entrusted with running about 75 p. c. of the schools in the State. Let the salary of teachers both Sirkar and aided be by all means raised; but raised on an equal and not on a preferential basis for Sirkar school.

"Education is a public service of the utmost national importance whatever be the actual agency employed in imparting it; and it is the duty of every civilised Government to see that even private agencies keep up a minimum standard of efficiency." Private institutions will indeed find it unable to maintain their present state of efficiency which is the pride of our State as testified to by Mr. C. Matthai, retired Director of Public Instruction, if the proposals to have a lower scale of pay to teachers in aided service and to reduce grant, be accepted by Government.

Control of Management of Private Schools.

The private agencies can be divided into two classes, *viz.*, (1) those whose financial burden is lightened by receiving a part contribution from the Government as grant-in-aid, and (2) those that bear the entire financial burden themselves without receiving any help at all from the Sirkar in the shape of building grants; or furniture and other equipment grants; or staff grants. Of the latter class, there are 28 Lower Secondary Schools for boys out of a total of 34 in the State; and six High schools, four of which are Boys' schools and two Girls' schools. The figures in the report regarding the number of unaided high schools are incorrect. Too much stress cannot be laid upon the great relief on the State Exchequer on account of the labour of love of the Philanthropic bodies who run these unaided institutions, especially when the large outlay required to run Sirkar secondary schools is taken into consideration. The point receives greater force when it is remembered that for the last 3 years the Government had to incur a net loss of about Rs. 24,670 annually in running a single Sirkar institution, *viz.*, the Sirkar High School, Trichur. Thus it will be conceded that it is not a small amount that the management has to find to maintain a secondary school.

Nobody can question the propriety of the policy by which the Government exercise some control and supervision in financial matters also over the institutions for whose maintenance the management has to depend partly on grant; but Government interference with the managements in financial matters of unaided schools, is quite unjustifiable. The Government of course have a duty to see that proper education is given in these as well as in aided schools on the lines laid down in the Education Code and the Syllabus prescribed from time to time. The Inspecting staff and the Director of Public Instruction should, therefore, have full supervisory and controlling powers in the matter of the qualification of the teachers, the curricula of studies, the method of teaching, etc., of both the aided and unaided recognised schools. But the Committee's recommendation that the Managers should appoint teachers only from out of an approved list of qualified teachers and that the latter be given the right of appeal to the Director in case their services are dispensed with, are quite unjustifiable and do not obtain elsewhere.

The Madras and Travancore Governments have duly recognised the necessity of giving a wide latitude of powers to Managers of private institutions; and have, in their Education Code, given them a free discretionary hand to make all domestic arrangements regarding the teaching staff, including appointments, leave, suspensions, dismissals and fines. In the matter of appointments, the managements are empowered to enter into special covenants with their employees. A copy of the agreement which forms Appendix 28 of the Madras Education Code is given as an annexure to this memorandum. (Appendix 21).

The system and practice obtaining in the neighbouring State of Travancore and in Madras, having conditions similar to those in Cochin, may be adopted here as well with advantage to the Government and the managements alike; and thus private agencies be encouraged and greater stimulus given to their philanthropic efforts, instead of leaving the way, for scraping the private institutions and augmenting the drain on the Government finances by creating the necessity for starting Sirkar ones in lieu thereof.

The Inspectorate.

I do not agree that the inadequacy of the department supervision of the schools in the State, is due to the fact that the present work of the Inspecting

Officers is too much for them to cope with. There was a time when the Director himself, though the most heavily worked officer in the department, attended to the passing of all grant bills, in spite of the fact that there were a greater number of schools then. Subsequently, according to the recommendation of the Special Finance Committee, this power was delegated to the Inspecting Officers and their number and staff strengthened. Since then there has been a fall in the number of schools and, the Committee recommends a still further reduction in their number both by amalgamation and abolition.

In British Malabar for 840 Girls' schools there are only 8 Inspecting Officers, each having over a hundred schools in her jurisdiction. The number of boys' schools an Inspector has to visit there is one-third more than this number. In Travancore each Inspector has to supervise the work of about 110 schools. We have in Cochin 8 regular Inspecting officers, besides the Superintendent of Languages, an Industrial Inspector and one Handicraft Inspector who all enjoy the same powers and privileges of an Inspector. A proper distribution of schools among them will give to each less than 60 schools to visit and supervise. Thus there is no justification whatever for the proposal in para 120 of the report to appoint two more posts of Deputy Inspectors.

Religious Instruction.

This question is supreme importance to Catholics and in fact it is the solicitude which they feel for religious instruction to be imparted to their children that has impelled them to make such enormous financial sacrifice in the way of both capital and recurring expenditure and participate in the educational work of the State by opening so many private schools..

Canon Law which is recognised all over the civilized world as the personal law of Catholics, insists that in all Catholic educational institutions religious instruction must be given suitable to the age of the children. No Catholic educationist can ignore this paramount duty of giving instruction in Religion to Catholic pupils.

Nor is the necessity of imparting moral and religious instruction maintained by Catholics alone. Now, more than ever, there is a general consensus among thinking persons of all classes on the need of such education for the young. We are all familiar with the remark of the great Duke of Wellington that instruction in the 3 R's should be accompanied by that in a fourth R (Religion) to avoid a fifth R or Rascaldom. The same idea is expressed by Lord Irwin, the present President of the Board of Education in England and late Viceroy in India, condemning the system of Godless education favoured in some countries.

The attitude of the Catholic church in this matter has been correctly appraised in several countries such as Scotland, Holland and Belgium where facilities have been made even in public schools for the religious point. Mr. Banerjee in a Press Communique dated 24th February 1908 suggesting measures for the improvement of education has the following in this question. "In the schools managed by churches religious instruction is part and parcel of the day's programme and so long as it is limited to a reasonable time the policy of the Government should be to encourage it." In England Denominational schools or schools under private management and supported by public funds have freedom to give religious instruction either during the first or during the last hour of the day's time-table.

Cochin, which has been throughout its history a land of religion, will do well to emulate the practice of these advanced countries and give religious and moral instruction a prominent place in the time-tables of schools; so that a sense of their importance may be cultivated in the minds of the children and reverence for religion and moral principles fostered in their hearts and minds from a very early age.

In this connection it may be recalled till recently the imparting of religious instructions was allowed in Catholic schools in

the State during class hours without interfering with the hours of work set aside for secular teaching and without in any way affecting the religious susceptibilities of pupils of other creeds. This system worked satisfactorily all along and it is, therefore, very much to be deplored that it was disallowed by a recent departmental circular. Nor has the Committee made out a case for discountenancing this practice. The Committee's objection to the imparting of religious instruction within school hours is based on the ground that the pupils in our schools belong to various creeds and denominations. But this has been the feature of our school population throughout and was not felt as an impediment to the teaching of religion within school hours for a very long time. The following quotation from the Report of the Travancore Educational Committee page 197—198 will throw some light on this question. "The attitude of the Government of India and of the Provincial Governments towards religious instruction has undergone very considerable change in the last twenty years. Prior to 1911, the Government took the attitude that there should be a strict neutrality and that no religious teaching should be given in any departmental or publicly managed school. Now, however, in most provinces, religious instruction is permissible in all classes of schools, and, in some provinces, the provision of religious instruction is actively supported by Government. In Bihar and Orissa, for example, religious instruction within school hours is obligatory in all departmental and non-denominational schools, provided that the attendance at such instruction is with the express permission of parents. The necessity for the provision of religious instruction for Mahomedan pupils is now commonly recognised in British India. Further, nearly all the reports of educational surveys made recently in India have recommended encouragement to religious instruction within certain limitations. In Travancore, the present position is that religious instruction outside school hours is permitted in all schools managed by private bodies and that special facilities for Koranic introduction are accorded to Mohomedan pupils.

As we have stated elsewhere, we are strongly of the opinion that some form of religious instruction is an essential part of sound character-forming education. We recommend, therefore, that, subject to certain safeguards, religious instruction should be encouraged by Government. In the case of pupils of a particular denomination, the present system of permitting religious instruction outside school hours may be continued, though we consider that where the large majority of pupils in a denominational school belong to one denomination, religious instruction within school hours should not be objected to provided the management can satisfactorily adjust their time table of secular studies. Either the period immediately after the mid-day break or the last period of the day might be utilised. But, it should be understood that the pupils of other denominations should be set free during such a period."

The Medical Inspection of Schools.

I am in agreement with the view that the scheme of Medical Inspection as at present worked, cannot be considered a success inasmuch adequate attention is not directed towards the question of following up and treating the cases inspected; but in my opinion this fundamental defect in the system cannot be remedied to any appreciable extent by merely transferring the present work of Medical Inspection to Honorary and Aided Dispensary Doctors. This will only serve to divide responsibility among a large number of medical men, the State at the same time losing the benefits of the valuable experience gained so far by the two medical graduates already in the line. The control that the Head of the Medical Department would be able to exercise over those Honorary and Aided men would be very ineffective. In fact, the experiment of entrusting the work of medical inspection to local medical men was at one time tried and found unsatisfactory, mainly owing to want of co-ordination and effective supervision of their work.

The present system of medical inspection can be made more beneficent to the public, if the Government accept the suggestions of Dr. A. R. Menon as given in course of his oral examination by the Committee and recorded in the minutes of the meeting held on 29th Vrischigam 1109. He says that the Doctors in local rural dispensaries and all medical practitioners are to be entrusted with

the work of inspecting children even in Elementary schools. They would evince a greater interest in the work and by this treatment of children can also be provided for. He recommends that the Inspectors must supervise the work of these local men; I would add that the work of medical inspection be transferred to the Public Health Department, as this would contribute to its greater efficiency. In this connection I may be permitted to quote from a letter C.2291/09, dated 5th April 1934 from M. R. Ry. E. S. R. Menon Avl., D. P. H., D. T. M., D. T. H., Director of Public Health, Cochin Government.

"As the medical inspection of school children is intended more as a preventive measure than on the curative side, it is only reasonable that this item of work is transferred to the Department of Public Health and done under the supervision of the Director of Public Health. This can be effected very easily by transferring the medical Inspectors to my Department and by making the necessary provision for their pay and other charges in my departmental budget."

The abolition and amalgamation of schools.

The main report has recommended the abolition of certain schools, the amalgamation of some and the lowering of the standard of a large number. The Committee in the earlier stage had accepted the principle that those schools which had strength and accommodation were to be left alone, and not subjected to the pruning knife. In its proposal to abolish some schools this agreed principle seems to have been coolly ignored. Further, one of the complaints about the Survey Report was that in proposing abolition and amalgamation, local opinion was not adequately sounded and the merits of each case not entered with. The same complaint may be preferred against the Committee recommendation also. Even when the Committee personally studied the local condition, it may be that every shade of local opinion was not consulted, and opportunity not given to the aided authorities to express their view. There are cases where the Committee has simply overlooked genuine local opinion and it may be gauged about disputed cases before final orders are issued. On the question of abolition and amalgamation the main policy of retaining aided schools in preference to Sirkar schools has to be kept in view. Further in the event of the Government deciding on abolition and amalgamation adequate compensation has to be made to the private bodies concerned, and the teachers thus affected should be provided for. The Committee had agreed upon this line of action in the course of its deliberations; but failed to incorporate it in the report. I am giving below the names of schools unreasonably included in the list to be abolished or amalgamated. These are a few among them.—

1. St. Joseph's Girls' School, Trichur
2. St. Mary's School, Trippunittura
3. St. Mary's School, Sn. Chittur
4. St. Antony's School, Panangad
5. St. Joseph's School, Karamuck
6. Sri Ramavarma Memorial School, Kunnamkulam
7. St. Thomas' School, Palayannur

In this connection I may point out that the same principle of amalgamation which the Committee applied with regard to the Pudukkad and Chalakkudy Government Schools may be applied to the Government school, Pazhayannur also.

Training Institution.

1. The Principal of the Government Training Institution was all along classed with the Inspecting Officers in the matter of pay and prospects. In raising the minimum pay of Inspecting Officers from Rs. 200 to Rs. 250 no mention is made in the Report of the claims of the present Principal. In view of the fact that his work will increase consequent upon the proposed reorganisation, it is but just and fair that he be given a grade of Rs. 300 to 400.

2. The Physical Director of the Training Institution should be asked to visit all the Secondary schools periodically and render them any assistance or

advice which they may stand in need of (vide D. P. I's Report of the Survey). The report has failed to make note of this; and I would, therefore, suggest that he be entrusted with this work of supervision also and given an enhanced remuneration of Rs. 110 to 150 which is the grade of pay of a Deputy Inspector.

Conclusion.

I have in the preceding pages attempted to present a correct and impartial view of the several problems relating to education in the State raised by the Cochin Educational Survey and the report of the Committee. The unwise policy of disturbing the existing machinery of education; the grave responsibility involved in the curtailment of the present rates of grants which will undermine the aided agency; the unjustifiableness of creating an invidious distinction in the pay of the two sections of our service, aided and Sirkar; the unwillingness to allow the imparting of religious instruction within school hours a privilege conceded by the Government long ago—these and other grave considerations made it difficult for me to subscribe in toto to the main report. Wherever I have differed from it, I have taken pains to substantiate my position by references to facts and figures and the pronouncements of eminent men. The Report has shown scant courtesy to the considered views placed before the Committee by the Cochin Catholic School Managers' and Cochin Aided School Managers' Association as well as those of the ecclesiastical dignitaries and distinguished educationists of the State. Without a due consideration of their views, no proper settlement of the future of our education seems to be possible.

(Sd.) Fr. EDAKOLATHUR,

8th April 1934.

SEPARATE NOTE BY MR. K. AYYAPPAN, B. A. M. L. C., MEMBER, THE EDUCATIONAL SURVEY REPORT COMMITTEE.

I am of opinion that the educational policy of the State must be more to bring education within the easy reach of the average citizen than make it efficient merely. The State may make education as efficient as its finances permit but it should find finance to give some schooling at least to every one of its citizens. The over anxiety for efficiency that has been evident in our educational reforms has greatly been responsible for the present costly nature of our education. It cannot, however, be said that it has been for the improvement of education. It has made education a process of mere teaching rather than learning. Our students now do not learn but are taught passively. They do not prepare but are prepared for examinations. Even our College education is such a soul killing process now. It is high time to cry halt to this process of making parrots of human beings by growing in cages called schools and Colleges. Schools and Colleges with their teachers and professors must be merely to initiate students into the art of learning and afford them opportunities and help for study. It will then be possible for the State to educate a much larger number of students with much less expenditure than at present. In any case educational reforms has to now aim at making education cheap to the citizen even at the risk of making it very costly to the State. Educational expenditure has grown to an unbearable extent in the family budget of the average citizen. This state of affairs if allowed to continue unmitigated, is bound to give a set back to the growth that education has made in the State. I would in this connection suggest a substantial reduction in the school and College fees at least till the present depression is over. A cutting down of the number of the text books also is highly necessary and I think it can be effected without any prejudice to the real interests of education.

I do not agree with the proposals in the main report for a differentiation in grades of pay of the aided and the Sirkar teachers and reduction of the grants-in-aid. The two classes of teachers equally serve the interests of the people and the responsibilities of the Government in the matter of education and have to be remunerated equally. If at all any fair differentiation is made it may be made to the advantage of the aided teachers, who are serving the State without any

prospect of pension which their brethren in the Sirkar service have. It is a well known fact that the poor aided teachers get only what the Government give as grants-in-aid to managements. No effective devices have yet been found out to make the managements pay the teachers the contribution expected of them under the grants-in-aid system. So there is no justification for the reduction of grants as proposed in the report. The proposal is clearly unfair both to the teachers and the noble interests they serve in the State. I agree with the ideal set up in the Director's report that private agency should be gradually eliminated in the Primary Education of the State. As long as private agency is retained in education especially primary education the unhealthy communal and sectarian influence will be marring the educational life in the State. So the State has to assume the entire management of the primary education eventually. The State has therefore to be prepared to bear the entire financial burden also of primary education. I fail then to understand why the Government should shirk the responsibility of paying the teachers in the transition stage. I would therefore recommend that the present rate of grant at least may be continued till the State is in a position to assume the entire management of the primary education.

I do not again agree with the view taken in the main report on co-education. As the Director has clearly made out experience has proved that there is no practical difficulty to adopt co-education in the State. The report is unjustifiably against the principle of co-education and recommends it only as a method of retrenchment. I am of opinion that co-education is a necessary social reform and has to be adopted in all the stages of the education.

I do not think that the reasons advanced against the compulsory education being adopted here are convincing. They are based on a misconception as to the necessity and utility of compulsion in education. Compulsion is resorted to as a means of eradicating illiteracy all at once entirely. The advocates of compulsion are not prepared to have any section of people illiterate even for a single decade. Compulsion is not a method to be postponed. It has to be adopted immediately and may be given up after its object i. e., universal literacy is attained.

I have to express my thanks to Mr. Marayil Krishna Menon for his most generous suggestion in one of our meetings to make the College education free for the poor students of the backward communities. The Committee has kindly adopted the suggestion but has qualified it slightly by restricting the concession to deserving students. I would earnestly suggest that the concession may be given to all poor students of the backward classes. I am also grateful to Mr. C. L. George for suggesting to the Committee to recommend some scholarships for technical studies for candidates from the backward classes.

3-9-1109.

(Sd.) K. AYYAPPAN,

DISSENTING MINUTE TO THE REPORT OF THE EDUCATIONAL SURVEY COMMITTEE.

1. With reference to the paragraph relating to the abolition of the Upper Secondary Classes in the Girls' High Schools, for want of sufficient strength, while I endorse the general views of the Committee, I want to urge on the Government not to apply this rule to institutions wherein such abolition will adversely affect the education of Muslim girls of the locality.

2. With regard to the paragraph relating to poverty certificate I have to submit that so far as the Muslims are concerned the existing order of the Government allowing the Muslim students to get the poverty certificates from respectable Muslim persons of the locality may be maintained.

3. With regard to religious instruction in schools during school hours, though the Legislative Council has turned down a resolution on the subject, I out of sense of duty to my own community which places a premium on religious instruction along with a course of secular education, have to dissent from the majority opinion of the Committee. The provision for religious instruction during regular class hours will be in my opinion, a strong incentive for the

Muslim parents to send their children to schools. I would therefore strongly recommend to the Government to provide necessary facilities for religious education for the Muslim students in the schools during class hours.

4. Since my suggestion regarding the leave to be granted to the Muslim students on Fridays, was not accepted by the Committee I take this opportunity to bring it to the kind notice of the Government.

At present leave is granted only to the Muslim students with the result that they lose the benefit of instruction during the absent hours. I suggest that in future on Fridays a general leave for the whole institution be given from 11—45 a. m. to 2—30 p. m. which time can be made good either by beginning the classes earlier in the morning or by extending the class hours in the afternoon session. I hope that the Government will give serious consideration to the above proposal.

28th March 1934.

(Sd.) SULAIMAN ABDUL RAHIMAN.

I am entirely in agreement with the views expressed by Very Rev. Father Mathew Edakolathur in his dissenting minute, in regard to the following points:—

1. I fully appreciate the various arguments advanced by the Rev. Father in favour of continuing the present Grant-in-aid system in tact, and I feel it my duty to stoutly oppose any change in the existing system, as it would adversely affect the Muslim education in the State.

2. I am also strongly opposed to the proposed adoption of different scales of pay in the case of teachers, in Sirkar and Aided secondary schools.

3. In the case of schools, recognised, but not financially aided by Government, it is my view that the management should not be interfered with, in the matter of appointing teachers and dispensing with their services. The management may be insisted upon to enter into agreements with individual teachers on terms acceptable to the parties concerned.

4. In the case of admission of the students of the backward and depressed classes and in extending fee concession to them, I hold that the authorities of the Aided schools should be compelled to continue the present policy hereafter also. But I consider it only fair and proper that the Government should compensate the loss, if any, incurred thereby.

5. I agree with the Rev. Father in thinking that the management should be given the liberty to impart religious education during class hours. For the reasons I have already mentioned in my individual minute of dissent, in this connection, I think it would be also desirable to appoint a special hand for the purpose of inspecting and directing the teaching of Koran in all the schools in the State.

6. In the matter of abolishing or amalgamating schools, the policy of the Government ought to be to retain aided schools as far as possible. Where they are suppressed, compensation should be paid.

7. In conclusion, I may be permitted to refer to para 120 of the main report where mention has been casually made of the post of a Muslim Deputy Inspector of Schools. Such an appointment is absolutely necessary for the progress and development of Muslim education in the State. I therefore strongly recommend that one of the posts of the Deputy Inspectors should always be reserved for a Muslim.

COCHIN,

9th April 1934.

(Sd.) SULAIMAN ABDUL RAHIMAN.

SEPARATE NOTE BY MR. C. L. GEORGE, B. A., B. L., (M.L.C.),
MEMBER, EDUCATION SURVEY COMMITTEE.

I have had the benefit of perusing the elaborate minute of dissent recorded by the Rt. Rev. Mgr. Edakolathur. I have only to state that I am in perfect agreement with every one of the views and arguments expressed therein, on the various issues raised by him excepting in regard to what is contained in the Chapter on "Control of Management of Private Schools." In regard to medical inspection of schools, although we are agreed on the necessity of continuing the present system in some form or other I have thought it necessary to record my views separately.

On the large number of points on which I agree with Monsignor Edakolathur I feel I have very little more to add which could be considered useful. With a long and unquestionable array of facts and figures Mgr. Edakolathur has made out an assailable case in favour of giving greater impetus and encouragement to aided schools in the State as well as in favour of discountenancing the recommendations contained in the main report regarding reduction of grants and according differential treatments to aided school teachers. I deem called upon to record my emphatic protest against any attempt either to reduce grant or to give a lesser scale of pay to the aided school teachers. The recommendations contained in the main report in regard to both these points are not only unsound and unsupported by any principle but I would with due deference to my colleagues who have taken the opposite view, consider it as revealing an utter disregard of the valuable services rendered to the cause of education in the State by the large body of aided school teachers. The attempt made in the main report to enhance the emoluments of the Sirkar School teachers in the Secondary Department while in the same breath the name of economy is evoked to hit at the poor aided school teachers in both ways, makes it difficult for me to persuade myself to the belief that these recommendations are the outcome of a mere paternal solicitude in the welfare of the poor tax-payer. In all earnestness I would warn the Government against the serious consequences to the cause of education in the State, that would follow the acceptance of the retrograde step as recommended in the main report in regard to grant-in-aid and differential pay to aided school teachers. The practical effect of accepting these two recommendations as contained in the main report would be to bifurcate the Education Department into the 'Depressed Section' and the 'Elevated Section.' Unless and until Government make up their mind to eliminate aided agency altogether from the land by a well schemed policy of gradually making their existence intolerable, such a course would be suicidal. Before I leave these two points I would also emphatically repudiate the claim made in the main report that the recommendations made therein in regard to these two points are the majority view. I have ascertained the views of Messrs. K. Ayyappan and Sulaiman Abdul Rahiman on these two points and I am informed that they hold stronger views against reducing grant or meting out discriminating treatments to aided school teachers than Mgr. Edakolathur or my humble self. If that be so the report is a clearly divided one in regard to both these points and no side could claim to be in a majority. The claim of the President to have a casting vote in a matter like this in my humble view untenable. To my thinking in a matter like this where the Committee is asked to investigate into certain problems and submit their views to the Government, there is neither scope for voting nor for exercising the casting vote. The views held by the President, however weighty, are under such circumstances entitled to be regarded only as one individual's view and not two. I would go a step further and maintain that if precedence is ever to be assigned to any one set of views, ours should be allowed to prevail as against the so-called majority view, in as much as ours is cent per cent non-official view.

In regard to the question of "Control of Management of Private Schools" I entirely disagree with the claims made by the Rt. Rev. Monsignor representing the Managers' Association to have the free right of dispensing with the services of teachers without departmental interference. I regard the security of tenure of teachers working in these aided schools as a potent factor in the healthy working of the system. Under no circumstances should a teacher be allowed to be sent away without the previous sanction of the Department. The Government that give the major portion of the wages must be the deciding

factor to determine whether the employee is to continue or not. Repeated instances of abuses of even the doubtful powers of dispensing with the services, which the managers of aided schools had till now, has made me take this determined view on the question. In this matter I am in entire agreement with the recommendation contained in para 115 of the main report and I regard the safeguards contained therein as quite ample to meet with both sides of the question. Institutions that are recognised but not aided may however be treated differently. The Government cannot claim there to be the wage-giver and cannot therefore with fairness interfere with the financial management of such institutions. In such cases the management may well be left to recruit teachers on purely contractual basis in regard to future appointments. Even there departmental sanction must be made a condition precedent for finally dispensing with the services of a teacher otherwise than on the basis of the terms of agreement entered into with open eyes by the teachers concerned.

While I am on this question of the relationship between teachers and managers I desire to draw the attention of the Government to one fact which has been brought to my notice several times and which has been dealt with rather casually in para 111 of the main report. I honestly believe that the tone, status and position of aided schools as a class could be much bettered if only the Government would insist on proper standards in financial position, character and educational qualifications, before any particular gentleman is accepted as the manager of an aided school. Proper standards must be fixed by notification or otherwise and hereafter none should be elevated to this position of vantage unless the department is fully satisfied with the accomplishments of the aspirant. From my little experience I can boldly assert that the recent tendency of the department to accept anybody and everybody as a manager has gone a great way to undermine the status and dignity of aided school managers as a class. Mere benamidars for teachers, undischarged insolvents and in stray cases even persons 'wanted' have been accepted as managers. Profiteering and malpractices of all kinds have been the inevitable result. Bickerings with the teachers to begin with and then with department followed in its logical sequence. The department and a section of the public naturally started abusing the aided school managers as a class forgetting that a very large measure of blame and discredit could be directly laid at the door of these new entrants who have been indiscriminately dubbed managers. The vast body of aided school managers doing honest work without any idea of remuneration and for a noble cause thus come to be unnecessarily discredited for no fault of theirs. I would therefore maintain that this state of affairs could be remedied by insisting on better standards in the future managers of our aided schools.

On the question of teaching English hereafter in all the Upper Primary classes of the Elementary schools as a subsidiary subject I think it would be more fruitful to start such teaching even from the lowest class. It would not involve any additional expenditure or dislocation of work as all the teachers are hereafter to be complete School Finals quite competent to teach English in any one of these Primary classes. It may not be possible to teach much of a foreign language in such lower classes, but it would in my humble view be much better to start giving them a grounding even from the lowest classes.

I am in entire agreement with the observations contained in the separate note of Mgr. Edakolathur regarding some of the recommendations contained in the main report in the matter of abolition and amalgamation of some of the schools. I could not for one moment understand how it could be an economy measure to abolish Primary schools that are functioning with the necessary strength, accommodation and efficiency. The abolition of such schools would naturally entail on the Government the duty of providing the staff and accommodation for the same set of students elsewhere as the students in these schools have necessarily to be given free elementary education somewhere. The recommendation for the abolition of the St. Mary's Primary school, South Chittur, is an instance in point. The reason alleged for such a course is that there is another Sirkar Primary school in the close vicinity. Strangely enough the St. Mary's School has better strength and better accommodation than the Sirkar

Primary school which is conducted in a rented building quite insufficient even for the present purpose not to think of conducting a combined school there. Under these circumstances even if one of them has to go, one would have naturally expected the recommendation to be to abolish the Sirkar school considering the question of comparative costs at least. It is also a phenomenon to be reckoned that the entire quota of depressed class students from the locality now patronise the aided school in preference to the Sirkar school. I would also protest against the recommendation to abolish the Upper Secondary Forms in the St. Joseph's Girls' High School, Trichur. In British India almost enormous sums of money are being expended in the cause of Anglo-Indian education. In our State there are only two Anglo-Indian institutions properly so called the St. Teresa's Convent High School, Ernakulam and the newly started St. Joseph's High School, Trichur. These institutions do not receive from the State anything of the kind of help and patronage which similar institutions receive elsewhere in British India. There are orphanages attached to both these institutions and none could deny the great usefulness of the work done by these two institutions in that direction. Apart from Anglo-Indian interests the knowing public attach a very great value to the special training given to our girls in these two institutions which accounts for their great popularity in the places where they are situated. I regard that for a growing town like Trichur with the number of its wealthy merchants ever increasing an institution of the type of the St. Joseph's Girls' High School is an absolute necessity. If the great national value of the special training received by our girls in such institutions had been properly appraised I am sure the Committee would never have made any recommendation which would retard the natural growth of such a useful and desirable institution.

I am unable to agree with the majority recommendations regarding medical inspection of schools. It is an astounding proposition for me to hear that such an eminent authority best qualified to speak on the subject as the Chief Medical Officer could have suggested to the Director that the scheme of medical inspection may be abandoned (Vide para 169 Survey Report). The advantages of an efficient and properly designed system of medical inspection in schools could not be over-estimated. Nor could anybody, having any interest in the building up of the future citizens of the State, afford to ignore the great potentialities of this beneficent institution. In every civilised country the only question that is heard mooted is how best it could be made more and more useful. The idea of scraping it is therefore entirely novel and I could not persuade myself to the belief that the Chief Medical Officer could have been in any degree serious when he made the above suggestion to the Director. I am justified in these observations by the remarks of the Chief Medical Officer himself so kindly submitted for the consideration of the Committee, a good portion of which is rightly extracted and included in the majority report. Far from suggesting the abandonment of the scheme, the Chief Medical Officer has been pleased to offer very many valuable suggestions towards improving the scheme and making it more beneficial to the public.

I am in perfect agreement with the view expressed in several quarters that the present scheme of medical inspection is not complete in itself in as much as hardly any provision is made nor attention directed towards the question of following up and treating the cases inspected. But in my humble opinion this fundamental defect in the system could not be remedied to any appreciable extent by merely transferring the present work of Medical Inspection to Honorary and Aided Dispensary doctors however numerous they may be. This will only serve to diffuse responsibility among a larger number of medical men, the State at the same time losing the benefits of the valuable experience gained so far by two medical graduates already in the line. The control that the Head of the Medical Department would be able to exercise over these Honorary and Aided men would be rather nominal. It may be noted in this connection that medical inspection of schools in the State was, to start with, done by two senior Assistant Surgeons in the regular medical service who were specially deputed for that work. The experiment of distributing the work to a larger number of men entrusting the work in a particular locality to local medical men was next

tried and found unsatisfactory. The present system of two independent men carrying on the work must therefore be deemed to have evolved out of mature experience gained from working the system for a considerable length of time. I would therefore maintain that rather than go back on a system that has been discovered to be unworkable and futile, it would be more proper for us to attempt to improve on the present system with a view to making it more practically beneficial to the public.

I think the great fallacy in the recommendations made by the majority report lies in ignoring several of the functions that have to be performed by these Medical Inspectors. The various functions of the Medical Inspector as I understand them are:

(a) To examine and find out physical defects, if any, among students and bring them immediately to the notice of the parents or guardians with a view to the taking of remedial measures by them.

(b) To give First Aid lectures to the students of the High School classes so that they may have a rudimentary knowledge of First Aid, Hygiene, Physiology and other allied subjects.

(c) To examine and detect cases, if any, of contagious diseases among the students and enforce their segregation with a view to safeguard the health of the other students.

(d) To supervise and insist on maintaining a healthy and sanitary surrounding in the various schools of the State.

Critics of the system while loudly decrying the first part of their function as being productive of no direct benefit to the individuals concerned, very often under-estimate the usefulness of the other aspects of their activities. I am certain that there cannot be two opinions in regard to the question whether local Medical Officers or independent Medical Inspectors as at present constituted, would be more competent to discharge the last three of their functions as indicated above. Local, aided or honorary doctors who have necessarily to be victims of local environments and local influence would not be able to enforce, the necessary sanitary standards or the segregation of students afflicted with contagious diseases with the same amount of rigour or impartiality as a full-time Medical Inspector with the status and dignity of an Assistant Surgeon could do. In the field of First Aid Lectures local or honorary men who are mostly L. M. P's. would not be anywhere by the side of these medical graduates who have already gained considerable experience in the subject and who being full time officers are likely to bestow better attention and study on the subject.

The only aspect therefore in which the present system can be assailed is, as already pointed by me, by contending that the system is not perfect in itself as the detection of a disease is not invariably followed up by treatments necessary to combat it. Although there is considerable force in this contention my answer is that the remedy for this lies not in ushering in an already condemned system but in devising ways and means to make the present system perfect in itself. With due deference to the views of technical men who may perhaps be more competent than myself to pronounce an opinion regarding the subject I venture to place the following humble suggestions to remedy this state of affairs. Medical Inspectors should be asked to maintain a separate register for each school wherein they should enter in detail each defective case noted in the course of the inspection. A duplicate of the same register should be made available at the Headmaster's office. It should be made obligatory on the teachers concerned to take all persuasive steps with the parent or the guardian to see that every case requiring treatment is treated at a proper hospital or dispensary. It should also be made obligatory on the part of the parent or the guardian to undertake these treatments in any of the recognised institutions far or near. Either disciplinary action against the student or coercion of the parent or guardian through effective legislation may become necessary to enforce this obligation on the latter. Instructions should be issued to all the hospitals and dispensaries in the State either Sirkar or Aided, Ayurvedic or Allopathic, to afford special facilities to give

free treatment to the student population of the State. They should also be asked to maintain separate registers in regard to the treatment of school children wherein the various stages of progress and attendance in regard to each student treated will have to be noted. If found necessary an allowance may be given to the Medical Officers concerned for doing the extra work indicated above. It should then be the proper function of the Medical Inspector to check the various cases previously noted by him with the aid of these registers and examine the progress made at the various stages of treatment. He should also be empowered to enquire and find out cases where treatment was either not resorted to or not continued to the stage of recovery. In every such case it shall be his duty to recommend the delinquents for disciplinary action to the proper authorities concerned according as the delinquent is either the teacher, the student or the parent or guardian. The work of medical inspection should thus proceed in its dual aspect inspecting new cases as well as effectively watching the progress of treatment in regard to old cases already discovered. I have ventured to state only the bare outline of this scheme and I leave the details to be worked out by those who are actually in it. I have no doubt that these humble suggestions of mine are at least worthy of being given a trial and wish to add the success of the scheme would mainly depend on the imagination and sympathy with which the details are to be laid out by the authorities concerned. Such a system would not only disarm all the existing criticism against the present system of medical inspection but would also be conducive to the production of substantial improvement in the health of the coming generation. The officers engaged in the work would also get the real status and dignity of genuine Medical Inspectors instead of the present awkward position of being, unclaimed by the Medical Department, unwanted by the students and guardians and regarded as a thorough-going nuisance and unnecessary interference by the school authorities.

(Sd.) C. L. GEORGE.

14th April 1934.

APPENDIX I.

TERMS OF REFERENCE.

1. The existing organisation of Education.

A. NUMBER OF SCHOOLS.

1. Bearing in mind what is written in section II of the report (The number and distribution of schools) is it possible and advisable to reduce the number of (a) Primary and (b) Secondary Schools; and if so, to what extent?

B. BUILDINGS AND EQUIPMENT.

2. Should effect be given to all or any of the recommendations contained in section III of the report which deals with Buildings and Equipment?

3. If it should, in view of the fact that it will probably not be possible to allot any considerable sum from the existing revenues for the purpose of implementing the recommendations, is it preferable

- (i) to frame a programme for giving effect to the recommendations over a period of years by means of such funds as it may be possible to allot for the purpose, or
- (ii) to impose fresh taxation with a view to giving effect to the recommendations forthwith?

4. If fresh taxation is to be imposed, what form should it take and on what should it be levied?

C. STAFF.

5. Is it desirable that in future nobody should be employed as a teacher unless he possesses a teacher's certificate? (Paragraph 55).

6. Is it desirable to abolish the half-time system and to appoint teachers in all classes? (Paragraph 56.)

7. Is it desirable to give effect to the recommendations contained in paragraph 57 regarding the teaching of technical subjects?

8. Should the pay of teachers in the primary and secondary departments be immediately raised? (Paragraph 58 (a)). If so, on what basis?

9. Should a certain number of 'selection grade' appointments be created for the benefit of teachers who have no chance of being promoted? (Paragraph 58 (b)). If so, how many of such posts should be created?

10. Should the incremental period of Headmasters be reduced to 5 years? (Paragraph 58 (c)).

11. Should the pay of Specialists be raised? If so, on what basis?

12. How is the extra expenditure involved in Nos. 6, 7, 8, 9 and 10 of the terms of reference to be met? If by fresh taxation, what form should it take and on what should it be levied?

D. CURRICULA OF STUDIES.

13. Do the existing curricula of studies require revision? If so, on what lines?

14. Is it desirable to increase the course of elementary education from four to five years?

E. GRANTS-IN-AID

15. Bearing in mind the rates of grant-in-aid in Travancore and in Madras and any special circumstances which exist in Cochin, are the present rates of grant-in-aid too high?

16. If so, are the rates proposed in paragraphs 74 and 75 reasonable?

17. Is it desirable to make it a condition of the grant of aid that a school should have a permanent income from endowments, etc., equal to one-fourth of the anticipated expenditure?

18. Would a possible result of a reduction in the rates of grant-in-aid be a reduction in the number of aided schools? If so, how is this reduction to be met? If by creation of new Government schools, how is the additional expenditure to be met?

F. MANAGEMENT OF AIDED SCHOOLS.

19. To what extent should Government interfere in the management of aided schools? (Paragraphs 76 and 77.)

G. THE INSPECTORATE.

20. Is it desirable to create a new grade of Deputy Inspectors as proposed in paragraph 99?

21. Should the arrangements suggested in paragraphs 99, 100 and 101 for the inspection of schools be adopted? How is the cost likely to compare with that now incurred?

H. MISCELLANEOUS.

22. Should the proposals regarding Female Education, Adult Education, the Education of the Backward Classes, Muslim Education, Nambudiri Education, Vocational Education and Special Schools be adopted so far as finances permit?

I. RELIGIOUS INSTRUCTION.

23. Should religious instruction be given in schools? If so, how should it be imparted and subject to what conditions?

J. MEDICAL INSPECTION.

24. Is the present system of medical inspection satisfactory? Should it be revised and if so, in what way?

2. The new policy suggested for Primary Education.

A. GENERAL.

1. Subject to the conclusions reached by the Committee on the first part of the Terms of Reference, is it desirable further to revise the educational policy of the State with a view eventually to eliminate private agencies from any part in elementary education and to place elementary education in the hands of local bodies? (Paragraphs 118 and 119).

It will be remembered that Sir Albion Banerji in inaugurating the present policy wrote "So long as there is a demand for Sirkar schools, it has to be met as far as possible; but the department should endeavour to encourage private management and secure the co-operation of private agencies to the utmost extent by liberal and sympathetic policy; *otherwise it will be difficult to find the ways and means to finance educational institutions under Sirkar management on a very extensive scale.*" The question is whether it is now desirable to abandon that policy for the policy of placing elementary education entirely in the hands of local bodies as recommended in the report. In deciding that question the following factors will have to be considered:—

(i) Is it desirable to establish (a) a Board of Education to advise the Director of Public Instruction?

(b) Local School Boards to manage and finance elementary education?

(ii) How is the new policy to be financed?

B. BOARD OF EDUCATION.

Subject to whatever recommendation is made on the general question it is necessary to consider in detail the constitution and powers of (1) the proposed Board of Education and (2) the proposed Local Boards.

(a) Constitution.

1. What should be the numerical strength?
2. Should there be any qualification for membership? If so, what?
3. Should the Board consist of (1) elected, (2) nominated and (3) ex-officio members? (Paragraph 84). If so, what should be the proportion which each class of members should bear to the total number?

4. If some of the members of the Board are to be elected

(a) what should be the qualification of the electors?

(b) for what term should members be elected?

5. Is it desirable to make special provision for the representation of the interests mentioned in paragraph 89 on the Board? If so, should such representation be effected by nomination or by some special method of election? If by election, what method should be followed? Should any other interests be similarly represented?

6. Should the Director of Public Instruction be the ex-officio President of the Board?

7. Should all the members of the Board be selected by Government at first? (Paragraph 89). If so, for what period should this continue?

(b) Powers.

1. Should the Board be purely advisory in character (paragraphs 92 and 94) or should it have any executive functions?

2. Should the Board be invested with all or any of the powers enumerated in paragraph 93?

C. LOCAL SCHOOL BOARDS.

(a) Constitution

1. Is 28 a suitable number for Local Boards bearing in mind the duties and powers to be assigned to them?

2. Is the jurisdiction suggested in paragraph 123 for each Board suitable?

3. Are the Boards to be *ad hoc* bodies or are they to consist of the existing "Panchayats themselves in temporary union", as suggested in paragraph 129 with possibly some ex-officio members? (Paragraph 125).

4. What should be the strength of the Boards?

5. Should the Boards consist of elected, ex-officio and nominated members and should they have a pronounced popular and elected majority? (Paragraphs 123 and 125). What proportion should each class of members bear to the whole?

6. Should the Boards be empowered to elect their own Presidents? (Paragraph 125).

7. Should all the members of the Boards be selected or nominated by Government in the first instance? (Paragraph 129).

8. If the Boards are to be entrusted with the power and duty of raising funds for Primary Education, is it possible and desirable to give such powers and impose such duties on wholly nominated bodies?

(b) Powers.

1. If Elementary Education is eventually to be entirely in the hands of the Local Boards (paragraph 110), the preliminary question arises whether the powers of the Boards are to be conditional or absolute; *e. g.*, will a Board have the power to determine educational policy within its jurisdiction so far as elementary education is concerned or will the policy be dictated by Government for the whole State and the Boards merely implement that policy. This question is of considerable importance with reference to the arrangements to be made for financing elementary education in future. If the view of the report is accepted (paragraphs 110 and 127 (12)) the power and duty of raising funds for financing the new policy will fall on the Local

Boards. It has then to be considered whether the policy itself should not be dictated by the Boards in their respective areas. This may, however, involve different and possibly conflicting educational policies in different parts of the State. (The financial aspect of the question is dealt with in more detail in the section dealing with "Finance".)

2. Subject to the decision on question 1 are the powers and duties proposed for the Boards in paragraph 127 reasonable and sufficiently comprehensive?

D. FINANCE.

At present there are in the State 539 elementary schools of which 133 are managed by the Government at a cost of Rs. 3,73,573 and 406 are managed by private agencies and aided by Government at a cost of Rs. 4,26,678. If the management of all the elementary schools now managed by private agencies were eventually to be taken over by Local Boards and maintained at a similar cost to that now incurred by Government on the management of its own schools an additional annual expenditure of Rs. 3,88,570 would have to be met. This could not be met from the existing revenues of the State. Bearing this in mind three possible courses of action have to be considered.—

(1) To reduce the number of elementary schools.

(2) To reduce the cost of management.

(3) To raise the increased funds required by additional taxation.

1. Is it desirable to reduce the number of primary schools? If this course is adopted, it would presumably necessitate a reduction in the number of children to whom elementary education could be given.

2. Can the cost of management be reduced and if so, to what extent and by what means? (In considering whether it will be possible to reduce the cost of management below the amount now spent by Government it must be borne in mind that the Director of Public Instruction has pointed out that even the existing Government schools and their equipment leave much to be desired (paragraphs 41, 42, 45, 46 and 47). The Director suggests (paragraph 116) that economy might be effected by reducing teachers' pay since when the schools are managed by Local Boards they will be staffed by men who are resident in the villages in which the various schools are situated. This suggestion must be considered in conjunction with the recommendation in paragraph 58 (a) that the pay of teachers employed in the Primary Department should be immediately raised.

3. Will it be possible and desirable to raise the additional funds required by fresh taxation? If so, should such taxation be imposed by Government on the whole State or by the Local Boards within their respective jurisdiction? If the taxation should be imposed by the Local Boards should the Boards have the power to reduce the number of schools as an alternative to imposing the taxation?

What form should the taxation take and on what should it be levied?

(The amount to be raised on the basis of the present cost of Government Primary schools amounts to nearly twice the estimated yield of the Income-tax).

APPENDIX II A.

PERSONS TO WHOM THE QUESTIONNAIRE WAS SENT.

- | | |
|---|---|
| 1 All non-official M L C's | 20 Mrs. K M George, Inspectress of Schools, Trichur |
| 2 Presidents of Village Panchayats | 21 Sry. A Devaki Amma, Deputy Inspectress of Schools |
| 3 Chairmen of Municipalities | 22 Mr. T P Verghese, Principal Government Training Institution, Trichur |
| 4 The President, Cochin Teachers' Association | 23 „ K Raman Menon, Headmaster, High School, Ernakulam |
| 5 The President, Aided Primary Teachers' Association | 24 Mr T Kunjnni Menon, Headmaster, High School, Vadakkancheri |
| 6 The President, Cochin Women Teachers' Association | 25 „ S V Venkitachala Ayyar, Headmaster, High School Nemmara |
| 7 The President, Aided School Managers' Association | 26 „ C K John, Headmaster, C M S, High School, Trichur |
| 8 The President, Catholic Managers' Association | 27 Rev. Fr. Pullokarar, Headmaster, St. Thomas High School, Trichur |
| 9 The President, Primary Teachers' Association | 28 Sry. V K Droupathi Amma, Headmistress, V G H S, Trichur |
| 10 The Protector of the Depressed Classes | 29 Mrs. A Velayudha Menon, Headmistress, G H S, Ernakulam |
| 11 The Chief Medical Officer | 30 The Headmistress, Sacred Heart's Convent School, Trichur |
| 12 The Director of Public Health | 31 Sister Teresa, Headmistress, Convent High School, Ernakulam |
| 13 The Chief Engineer | 32 Mr. K Narasimba Pai, Principal, Maharaja's College, Ernakulam |
| 14 The Superintendent of Economic Survey | 33 „ K Karunakaran Nayar, Professor, Maharaja's College, Ernakulam |
| 15 The Superintendent of Vernacular Education | 34 „ P S Ramakrishna Ayyar, Professor, Maharaja's College, Ernakulam |
| 16 The Registrar of Panchayats | |
| 17 Mr. K A Doraswamy Ayyar, Inspector of Schools, Southern Division | |
| 18 „ L S Subbaraya Ayyar, Inspector of Schools, Northern Division | |
| 19 „ K A Ayyadural Ayyar, Ag. Inspector of Schools, Southern Division | |

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|---|---|
| 35 Mr. P Sankaran Nambiyar, Professor, Maharajah's College, Ernakulam | 62 H. H. Rama Varma Appan Tampuran, Trichur |
| 36 T K Sankara Menon, Professor, Maharajah's College, Ernakulam | 63 Mr. T D George, Retd. Headmaster, Trichur |
| 37 Mr. G R Narayana Ayyar, Professor, Maharajah's College, Ernakulam | 64 „ E K Ayyakutti, Trichur |
| 38 H. H. Kerala Varma Tampuran, Professor, Maharajah's College, Ernakulam | 65 „ Kannampra Kunjunni Nayar, Trichur |
| 39 Mr. N K Ramachandra Ayyar, Professor, Maharajah's College, Ernakulam | 66 „ S F Nunez, Trichur |
| 40 Mr. T K Krishna Menon, Ernakulam | 67 Rev. Fr. Panjikaran, Trichur |
| 41 „ A Madhava Prabhu, Ernakulam | 68 Mr. Abimelak, Metropolitan of Malankara |
| 42 Dr. A Krishna Menon, Ernakulam | 69 Mr. E Gopala Menon |
| 43 Dr. Augustine Kandathil, Archbishop, Ernakulam | 70 „ C S Sadasiva Ayyar, Chittur |
| 44 Mr. Thomas Manjuran, Ernakulam | 71 „ Parakkat Vasu Menon, Chittur |
| 45 „ L M Pylee, Ernakulam | 72 „ P Narayanan Nayar, Nemmara |
| 46 „ M S Menon, Ernakulam | 73 „ Chondath Krishnan Unni Mannadiyar, Chittur |
| 47 „ Joseph Manjuran, Headmaster, St. Albert's High School, Ernakulam | 74 „ Ankarath Nanu Mannadiyar |
| 48 Fr. Jacob Naduvathusseri, Ernakulam | 75 „ C V Job, Kunnankulam |
| 49 Dr. Angel Mary Perez, Cochin, Archbishop of Verapoly | 76 „ P Sankunni Menon, Kunnankulam |
| 50 Mr. N Sredhara Menon, Ernakulam | 77 „ Manakulam Mukundan Raja, Kunnankulam |
| 51 Sreemathi V K Lakshmikutty Neithiaramma | 78 Dr. C C Chakkunni, Kunnankulam |
| 52 Sry. T Devaki Amma, Trippunithura | 79 Mr. C V Subramania Ayyar, Ponnani |
| 53 H. H. The 5th Prince, President of the Ele. Vernacular Education Committee | 80 „ K Kunjunni Kaimal, Paravoor |
| 54 Mr. Elias Hallegua, B A Cochin | 81 „ Kochaniyan Raja, Cranganur |
| 55 Mr. N Padmanabh Menon, Cranganur | 82 „ Manappattu Kunju Mohammed, Cranganur |
| 56 The Thachudaya Kaimal, Irinjalakuda | 83 „ V K Raman Menon, M A (Oxon) |
| 57 Mr. Komath Govinda Menon, Irinjalakuda | 84 „ V K Raman Menon, Headmaster, Chennamangalam |
| 58 Rao Sahib C Mathai, Trichur | 85 „ K Krishna Pisharody, Trichur |
| 59 Rev. Fr. Palokaran | 86 „ Mathoor Vasudevan Nambudiripad |
| 60 Mr. C Achyutha Menon, Trichur | 87 „ K Mohamed, Kattur |
| 61 „ Francis Vazhapoly, Bishop of Trichur | 88 „ V K Achyuta Menon, Trichur |
| | 89 „ P I Ravi Kaimal |
| | 90 „ T M Satchit, Cochin |
| | 91 „ C A Kunjunni Raja, Trichur |
| | 92 „ M P Antony, Narakkal |
| | 93 Deputy Inspectors |
| | 94 The Secretary, All India Women's Conference, Trichur |

APPENDIX II B.

List of witnesses.

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|--|--|
| 1 Mr. K Narasimha Pai, Principal Maharajah's College | 21 Mr. C K John, Headmaster C M S, High School, Trichur |
| 2 „ K A Ayyadurai Ayyar, Inspector, Southern Division | 22 „ E K Ayyakutti, Retired District Judge |
| 3 „ P Krishna Menon, Ernakulam | 23 Mrs. K M George, Inspector of Schools |
| 4 Mrs. A Velayudha Menon, Headmistress, G H S, Ernakulam | 24 Sy. V K Droupathi Amma, Headmistress V G H S, Trichur |
| 5 Dr. A P Francis, Medical Inspector | 25 Mr. P Kumaran Ezhuthassan |
| 6 Mr. K Raman Menon, Headmaster, H S, Ernakulam | 26 Representatives of the Cochin Teachers Association |
| 7 „ C I Ittymathew, Deputy Inspector of Schools, Ernakulam | 27 Primary Teachers' Association |
| 8 The Manager, St. Alberts' High School, Ernakulam | 28 Mr. V K Achyuta Menon, Superintendent, G T, School |
| 9 Mr. M K Raman, M L C, Ernakulam | 29 Swaminath, Industrial Inspector |
| 10 „ K Krishna Kurup, Headmaster, G T, School, Ernakulam | 30 „ T Kunjunni Menon, Headmaster |
| 11 „ Kanavillil Narayana Menon, President, Cheranellur Panchayat | 31 „ L S Subbaraya Ayyar, Inspector of Schools N Division |
| 12 Dr. A R Poduval, Ernakulam | 32 „ A Krishna Warriar, Deputy Inspector of Schools, Vadakkancheri |
| 13 „ Mahommed Ali do | 33 Representatives of the Catholic Managers' Association |
| 14 Mr. Khader Kutty do | 34 Mr. K P Karuppan |
| 15 „ P S Anantanarayana Sastri, Maharajas' College | 35 „ T P Verghese |
| 16 „ K Kesavan Nayar do | 36 „ V Subramania Ayyar, Deputy Inspector, Irinjalakkuda |
| 17 Dr. A R Menon, Municipal Chairman, Trichur | 37 „ K Madhava Menon do do Trichur |
| 18 Mr. C R Iyyunni, Trichur | 38 „ S V Venkitachala Ayyar, Headmaster |
| 19 „ V K Narayana Menon, Medical Inspector | 39 Representatives of the Aided Primary Teachers' Association |
| 20 „ V R M Chohan, Protector of Depressed Classes | 40 „ Aided School Managers' Association |
| | 41 „ Cochin Women Teachers' Association |
| | 42 Sy A Devaki Amma, Deputy Inspector |

APPENDIX III.

THE EDUCATIONAL SURVEY COMMITTEE.

Notes of visit—Date.....

1	Name of school; year in which started					
2	Number of classes					
3	Whether intended for special classes					
4	Management—its nature and stability					
5	Accommodation:—					
	(a) Sufficiency					
	(b) Building own or rented, permanent or semi-permanent					
	(c) Number of rooms or maximum capacity					
	(d) Vacant site in school premises for increased accommodation					
6	Is the management prepared to provide increased accommodation if necessary?					
7	Names of neighbouring schools and their relative distances					
8	Villages served by the school and their respective distances from it					
		Prep.	cl IV	cl III	cl II	cl I
			a—b	a—b	a—b—c	a—b—c
9	Strength—Depressed class pupils:					
10	Attendance—Depressed class pupils					
		1105	1106	1107	1108	
11	Amount of grant drawn in					
12	Classes not in receipt of aid					
13	Any special points:—					
14	Remarks by member					
	Inspecting Officer		Member			Headmaster

APPENDIX IV.

LIST OF SCHOOLS AND VILLAGE LIBRARIES VISITED.

1	M S Velianad	33	M S. Kalur
2	Rural District School, Velianad	34	L M C Boys' School, Chathiath
3	M S Arakunnam	35	L M C C Girls' School, Chathiath
4	M S Karikode	36	English School, Vypeen
5	Church Girls' School, Mulanthuruthy	37	St. Mary's Lower Primary Malayalam School, Murikumpadam
6	M M S Kanjiramattom	38	Little Teresa's Girls' Primary School, Ochanthuruthy
7	M S Kanjiramattom	39	Infant Jesus L S Girls' School, Ochanthuruthy
8	M G S Amballur	40	St. Peter's School, Kurisimkal
9	St. Francis Primary School, Amballur	41	Sree L S S Vernacular Primary School, Ochanthuruthy
10	Pattarya Samajam School, Perumpilli	42	Santa Cruz L S School, Ochanthuruthy
11	M S Kanayanoor	43	St. Ambrosus' Malayalam Primary School, Edavanakkad
12	Mar Ostatious Malayalam Primary School, Kadungamangalam	44	English School, Edavanakkad
13	Co-operative L S School, Kadungamangalam	45	L S School, Edavanakkad
14	St. George's School, Tairuvankulam	46	Hidayathil Islam School, Edavanakkad
15	M D M S Karingachira	47	S P Sabha School, Edavanakkad
16	Union Malayalam Girls' School, Karingachira	48	Infant Jesus Primary School, Vaduthala
17	C E Z M School, Trippunithura	49	M S, Vattathiparamba
18	E S Thekkumbhagam	50	Thattayam School, Vaduthala
19	St. Francis School, Puthiakavu	51	M S. South Chittur
20	St. Mary's Girls' School, Trippunithura	52	St. Mary's School, S. Chittur
21	St. Augustine's Boys' School, Enykoodam	53	St. George's School, Gothuruthy
22	St. Monica's Girls' School, Thykoodam	54	St. Mary's School, Gothuruthy
23	Jews School, Ernakulam	55	St. Joseph's Boys' School, Chathedom
24	M I V P S, Ernakulam	56	H I J Girls' School, Chathedam
25	St. Augustine's English School, Ernakulam	57	M S, Azhikode
26	St. Francis Church School, Ernakulam	58	Sisu Vidya Poshini School, Chathedom
27	Holy Infant Jesus Primary English School, Ernakulam	59	Balanu Boshini School, Methala
28	M S Thoosam		
29	St. Xavier's Boys' School, Kalur		
30	St. Joachian's Girls' School, Kalur		
31	M S Karanakodam		
32	Little Flower School, Kalur		

- 60 H S, Cranganur
61 G H S, Cranganur
62 L S School, Eriyad
63 Little Flower School, Lokamaleswaram
64 C E Zenana Mission School, Kurkancheri
65 G V Sanskrit School, Kurkancheri
66 St. Teresa's School, Kanimangalam
67 Palisseri Aided School, Ollur
68 Chevoor Church Aided School
69 Karayogam Aided School, Perumanam
70 C M S, Oorakam
71 Odas School, Oorakam
72 D M L S S, Panankulam
73 Convent L S School, Irinjalakuda
74 Girls' High School, Irinjalakuda
75 St. Antony's L S School, Pudukad
76 M S, Pudukad
77 M G School, Pudukad
78 L F S, Malore
79 M G S, Ollur
80 M S, Panamkuttichira
81 Convent L S G S, Ollur
82 C S Church School, Chelakkottukara
83 C M S P G E School
84 C M S Parish Boys' School
85 St. Joseph's Convent School, Chengal
86 St. Sebastian's L S Kanjoor
87 St. Sebastian's Boys' Primary School, Kanjoor
88 St. Mary's Girls' School, Kanjur
89 Sakthan Thampuran Memorial School, Putheyadam
90 M S, Vellarapilli
91 Fishery School, Edacochi
92 St. Peter's High School, Kumbalangi
93 V P Y S, Illical, Kumbalangi
94 St. George's L S S, Pazhangad
95 M S, Vaduthala
96 Coronation Memorial School, Kunnankulam
97 H C English Primary School for Girls
98 St. Mary's School, Manicheri
99 (Church of God R School) Raja Sir Sri Rama Varma Memorial School, Kunnankulam
100 C M S Boys' Parish School
101 C M S Girls' School
102 Union Vernacular School
103 Alathur School
104 St. Thomas School
105 M J D L S, School
106 M J D S V, Primary School
107 L F, School, Vaduthala
108 St. Mary's Convent School, Mattom
109 St. Francis L S S, Mattom
110 M S, Choorakattukara
111 D V High School, Velur
112 K V S, Parlikad
113 Chelakara High School
114 L F L S School, Chelakara
115 S D S, Kunnathara
116 A S, Kunnathara
117 M G S, Pazhayannur
118 L S S, Pazhayannur
119 M S, Ottupara
120 M G S, Aranattukara
121 L S Sc, Aranattukara
122 St. John's School, Aranattukara
123 Adipuranda School
124 Kairadi School
125 M S, Thiruvazhiyad
126 L N Sanskrit School, Nemmara
127 M G S, Nemmara
128 E S Vallanghi
129 Bharatha Vilas School, Vithanasseril
130 H M S, Thattamangalam
131 Bazaar School, Tattamangalam
132 M G S, Tattamangalam
133 L S School, Tattamangalam
134 M S, Ambattapalayam
135 M S, Kozhinjampara
136 A V School, Kozhinjampara
137 Aided School, Athikode
138 M S, Vannamadai
139 Ramavarmapuram Pudur School
140 M G S, Nellapilly
141 L S School, Nellapilly
142 G School, Nellapilly
143 Village Library Nellapilly
144 H S, Chittur
145 S P S, Fulaya School, Kumbalam
146 S R V S M Girls' School, Kumbalam
147 St. Mary's School, Kumbalam
148 V L S S, Panangad
149 St. Antony's School, Panangad
150 M S Udayattumvadukkal
151 St. Mary's Boys' School, Chalakkudi
152 M G S, Chalakkudi
153 V P School, Kathikodam
154 Sacred Heart's Convent Girls' School, Chalakkudi
155 H S, Chalakkudi
156 St. George's L S S, Pariyaram
157 St. George's M S, Pariyaram
158 St. John's Baptist Mission Girls' School, Pariyaram
159 St. George's Branch School, Padinjattummuri
160 St. Joseph's School, Parathuparamba
161 M S, Kadupasseri
162 A S, Pullur
163 M G S, Mukundapuram
164 M S, Mukundapuram
165 C M S, Irinjalakkuda
166 M S, Karupadanna
167 M S, Vellangallur
168 S S Sabha School, Poovathisseri
169 M S, Adoor
170 M S, Mala
171 K F S, Kombodinjamakkal
172 Lab M S, Perumpilavu
173 L S S, Elankunnappuzha
174 St. Joseph's Malayalam Boys' School, Karthedom
175 A H M G S, Karthedom
176 M S Elankunnappuzha
177 H S, Narakkal
178 M S, Cherai
179 St. Rockey's M S, Pallipuram
180 S S, Arya School, Pallipuram
181 B V R, Sabha School, Cherai
182 St. George's Syrian Catholic School, Chennamangalam
183 A V M U H S, Cherai
184 M G S, Cherai
185 Vernacular School, Kizhur
186 St. Joseph's School, Karamuk
187 S N G S, Karamuk
188 E G S, Anthikad
189 K G M S, Anthikad
190 St. Thomas C. G. S, Kanjani
191 M S, Arimpur
192 Sara Village Girls' School, Chettupuzha
193 St. Anne's P G S W, Fort, Trichur
194 Village Library, Chelakattukara

APPENDIX V.

Statement of receipts and expenditure under various heads.

Year	Total receipts— Ordinary	Total expenditure— Ordinary	Expenditure under several heads											Percentage of expen- diture under Education to the total revenues
			Land Revenue	Agriculture and Panchayats	Excise	Forest	Tramway	Medical and Sanitation	Public Works	Law and Justice	Police	Railway	Education	
1083	33'5	37'5	2'1	...	1'6	4'4	5'0	1'0	3'9	1'4	0'8	3'6	1'4	4'2 per cent
1086	43'5	35'5	1'6	..	1'7	3'5	1'5	2'6	4'7	1'6	0'9	3'2	2'8	6'4 per cent
1089	47'1	44'1	2'2	..	1'9	3'7	1'2	5'8	5'9	1'9	1'1	3'7	4'3	9'1 per cent
1092	46'4	43'5	2'0	0'5	1'8	2'8	1'2	3'1	5'8	1'9	1'1	4'0	5'5	11'8 per cent
1095	63'2	59'5	2'0	1'3	2'2	1'9	1'5	3'9	11'9	2'1	1'2	6'1	7'9	12'5 per cent
1098	74'6	74'8	2'3	2'0	2'7	2'4	1'4	2'9	11'2	2'4	1'9	18'0	9'2	12'3 per cent
1101	71'7	65'0	2'3	2'	2'8	1'9	1'7	3'4	10'7	2'4	2'1	7'2	11'6	16'2 per cent
1104	91'1	73'4	2'	2'8	2'9	3'2	1'1	2'7	11'8	2'5	1'9	8'8	12'	13'9 per cent
1107	89'4	83'0	3'0	4'1	1'2	2'2	1'2	4'9	14'0	3'0	2'1	9'1	15'5	17'4 per cent
1109 B.E.	87'0	86'6	3'0	3'7	1'3	2'4	1'0	5'9	15'0	2'9	2'2	8'4	16'6	19'1 per cent

APPENDIX VI A.

Statement showing the expenditure under the various branches of education.

Year	Total expenditure on Education		Percentage of expenditure on—to the Net expenditure				
	Gross	Net	Direction and Inspection	Collegiate Education	Secondary Education	Primary Education	Miscellaneous
1083	Rs. 1,36,956	Rs. 83,626	11'4%	4'5%	29'0%	50'3%	4'8%
1086	2,78,827	2,08,725		Not available			
1089	4,30,689	3,24,025	11'4	3'3	12'1	56'5	16'7
1092	5,50,428	4,10,517	9'5	3'0	11'9	61'8	13'8
1095	7,85,444	5,93,311	7'3	2'5	11'8	64'3	14'1
1098	9,18,306	6,29,269	7'6	3'1	14'7	69'2	5'4
1101	11,61,116	8,58,601	5'5	9'2	15'6	64'5	5'2
1104	12,67,885	9,57,587	5'4	5'2	17'8	67'4	3'9
1107	15,45,485	12,12,499	6'6	6'7	18'3	63'4	5'0

APPENDIX VI B.

Statement of expenditure under various branches of education.

	Total receipts of Government	Gross expen- diture on education	Percent of expen- diture to total Rev.	Net expenditure on education	Direction and Inspection		Collegiate		Secondary		Primary		Miscel- laneous	
					Amt.	P. C. to net	Amt.	P. C. to net	Amt.	P. C. to net	Amt.	P. C. to net	Amt.	P. C. to net
Cochin 1107	89'37	15'45	17'2	12'12	8'6'6	per cent	8'2'6	per cent	2'2	18'3 per cent	7'7	63'5 per cent	6'4'9	per cent
Travancore 1107	2'0'91	5'14	20'6	36'81	1'92	5'2 per cent	2'48	6'7 per cent	4'69	13'0 per cent	26'11	*70'9 per cent	1'61	4'2 per cent
Mysore 1931-32	360'8	69'01	19'1	62'32	5'81	9'3 per cent	6'77	10'8 per cent	13'31	21'3 per cent	22'07	35'4 per cent	14'42	23'2 per cent
Baroda 1930-31	262'1	34'84	13'3	31'83	1'96	6'1 per cent	8'5	2'6 per cent	3'30	10'3 per cent	20'22	*63'4 per cent	5'50	17'6 per cent

* These include the amount spent on Vernacular Secondary Schools.

APPENDIX VII.

Number of Institutions.

Year	College	Upper Secondary	Lower Secondary	Primary	Total
	S. A. U.	S. A. U.	S. A. U.	S. A. U.	
1083	1	7 6 2	14 19 6	55 181 1111	1402
1089	1	8 6 ..	21 11 ...	130 149 1040	1566
1095	1 1 ..	19 9 ..	34 27 ...	157 272 576	1096
1101	1 2 ...	22 13 ..	37 51 ..	162 346 289	923
1107	1 2 ...	25 19 ...	36 66 ...	166 468 289	1072

S=Sirkar.
A=Aided.
U=Unaided.

APPENDIX VIII.

Strength of Upper Secondary forms and net expenditure in Sirkar Girls' High Schools.

	Year	Strength	Net expenditure
		VI F. V F. IV F.	Rs. as. ps.
G. H. S., Cranganur	1107	15 20 19	11,753 10 11
	1108	15 12 17	10,318 12 10
	1109	12 12 15	Not available
Do Ernakulam	1107	37 25 50	11,348 8 3
	1108	37 38 56	10,576 14 9
	1109	29 39 38	
V. G. S., Chittur	1107	13 8 14	**51,382 12 1
	1108	7 18 12	8,850 2 3
	1109	8 8 12	
G. H. S., Irinjalakkuda	1107	14 28 30	12,280 4 10
	1108	21 19 18	10,791 11 2
	1109	18 18 19	
V. G. S., Trichur	1107	37 50 32	11,127 12 3
	1108	59 44 56	9,397 4 2
	1109	70 65 49	
G. H. S., Trippunittura	1107	14 13 27	11,052 10 7
	1108	13 17 23	9,270 9 7
	1109	15 15 25	
Do Kunnankulam	1107	22 28 31	12,292 3 6
	1108	21 25 43	10,309 15 7
	1109	14 35 35	

** The cost of building and acquisition of site included.

APPENDIX IX.
Schools affected by concentration.

Serial No.	Name of school	Sirkar or private	How affected	Remarks
	<i>Cochin-Kanayannur Taluk.</i>			
1	M S Kanjiramittam	Sirkar	To be abolished	There is another school M M S, Kanjiramittam close by. There is no scope for two schools there
2	M G S Amballur	do	To be reduced to Lower Primary	
3	St. Francis School, Amballur	Private	To be fully developed Primary School	
				If the Manager is not prepared to put up extended accommodation, it should be reduced to Lower Primary, and a Sirkar fully developed Primary School started between 2 and 3
4	Co-operative L S S, Kadungamangalam	do	To be continued as private	Both have requested that the schools may be taken over to Government. The Director of Public Instruction recommends the assumption of No. 4. The Committee do not think it necessary to assume management of either
5	Mar. Ostantious Primary School, Kadungamangalam	do	Do	
6	St. George's School, Tiruvankulam	do	To be reduced to L. Primary	
7	E S Thekkumbhagom	Sirkar	To be fully developed Primary School	Extended accommodation to be put up
8	St. Francis School, Puthiakavu	Private	To be reduced to Lower Primary	
9	S V S Thekkumbhagom	do	do	
10	C E Z M S, Tripunithura	do	To be fully developed Primary School	
11	St. Mary's School, Trippunithura	Private	To be reduced to L. Primary	Accommodation unsatisfactory
12	U M G S, Karingachira	do	To be amalgamated	The Director of Public Instruction recommends amalgamation
13	M D M S, Karingachira	do		
14	St. Monica's School, Thykoodam	do	To be considered as one for purposes of grant	The Director of Public Instruction recommends amalgamation. But this won't be feasible, as either school building will have to be extended. The strength and attendance on the day of the visit were respectively 206 and 198, 173 and 246
15	St. Augustine's School, Thykoodam	do		
16	St. Augustine's School, Ernakulam	do	To continue	The Manager of the St. Albert's High School has consented to abolish or restrict the number of admissions in the Primary Department of his school. By this there will be scope for these schools
17	H I J, English School, Ernakulam	do	do	
18	M S, Thoosam	Sirkar	To be abolished	There is no necessity for this special school, especially since the valans have to quit the place
19	M S, Kaloar	do	To be retained as a fully developed Primary school	
20	Little Flower School, Kaloar	Private	To be reduced to lower Primary School	
21	M S, Karanakodam	do	To be reduced to lower Primary School	
22	St. Xavier's Boy's School, Kaloar	do	To continue as such	

Serial No.	Name of school	Sirkar or private	How affected	Remarks
23	St Joachiam's Girls' School, Kalur	do	To continue as such	The Director of Public Instruction recommends amalgamation of 22 and 23. Not possible
24	L M C, Boy's School Chathiath	Private	do	The Director of Public Instruction recommends amalgamation. Not possible. Full strength in both schools. The strength and attendance on the day of visit were respectively 138 and 344; 305 and 1281
25	L M C C, Girls' School, Chathiath	do	do	
26	E S, Vypeen	Sirkar	To be reduced to a Lower Primary school	There is free ferry service between Vypeen and Cochin
27	Inf. Jesus L S, Girls' School, Ochanthuruthi	Private	To be abolished	The building quite insufficient. There is a Boys' Lower Secondary school at Ochanthuruthy. Girls were being admitted into the Boys' School before the starting of the Girls' School
28	E S, Edavanakad	Sirkar	To be fully developed Primary School	
29	St. Ambrosius School (3 classes)	Private	To be reduced to Lower Primary	
30	L S, School, Edavanakad (only L S. Dept.)	do	To continue	
31	Idayathul Islam Sabha School, Edavanakad	do	To be abolished or may continue as Lower primary	
32	S V V, Sabha School, Edavanakad	do	To continue	
33	Infant Jesus Primary School, Vaduthala	do	To be reduced to Lower Primary	
34	M S, Vattathiparambil, Vaduthala	Sirkar	To be fully developed Primary School	
35	Thathazham School, Vaduthala	Private	To continue as Lower Primary	
36	M S, Southern Chittur	Sirkar	To continue	There is scope only for one school there. The one school to be a Sirkar school. Government should see that all castes are given admission into the school
37	St. Mar's School, Southern Chittur	Private	To be abolished	
38	Pulaya School, Kumbalom	do	do	
39	St. Mary's School, Kumbalom	do	To be reduced to L. Primary	
40	V L S S, Panangad	do	To continue as the central school	
41	M S, Udayathumvadu	Sirkar	To be reduced to Lower Primary	
42	St. Antony's school, Panangad	Private	To be a fully developed Primary school	
43	M S, Flankunnapuzha	Sirkar	To be abolished	There is a Sirkar L S school close by
44	St. Joseph's school, Chathedom	Private	To be considered as one for purposes of grant	The strength of No. 44 seems to be unreliable
45	H I H G School, Chathedom	do		
46	St. George's School, Gothuruthy	do	do	
47	St. Mary's School, Gothuruthy	do	do	

Serial No.	Name of school	Sirkar or private	How affected	Remarks.
48	M S Cherai	Sirkar	To be abolished	
49	E G S Cherai	do	do	
50	B V R Sabha School, Pallipuram	Private	To be continued provided the Management will improve the accommodation and building	There is only scope for one Lower Secondary School. No. 50 is better than No. 51 and hence it should continue
51	L S Araya School, Pallipuram	do	Lower Secondary to be abolished	
52	St. Rockey's School, Pallipuram	do	To be reduced to Primary	
53	St. George's L S School, Pazhangad	do	Lower Secondary Department to be abolished	In view of the L S Department of the St. Peter's High School, Kumbalanghi
54	M G S, Kumbalanghi	Sirkar	To be abolished	
55	St. Peter's High School, Kumbalanghi	Private	To remain as it is	Request to be taken up by Government need not to be considered as the management is willing to run it, if aid is given
56	St. Sebastian's L S School, Kanjur	do	To be amalgamated and located at Kanjur	There is scope only for one school at Kanjur. Amalgamation suggested by the Director of Public Instruction. The sisters of the Convent Lower Secondary School have agreed to start a Lower Secondary School at Kanjur making provision for the education of boys. This has to be done. As far as possible provision should be made for the existing teachers in Kanjur school
57	Convent L S School, Chengal			
58	S H M G S, Karthedom	do	To be considered as one for purposes of grant	
59	St. Joseph's M B School, Karthedom			
60	Girls' High School, Trippunithura <i>Cranganur Taluk.</i>	Sirkar	U S Department to be closed	
1	Little Flower School, Lokamaleswaram	Private	To be abolished if the building is not shifted	The Inspector says that the Manager of the school has already been given notice to shift the building four furlongs inwards, failing which the school will have to be abolished
2	Sisu Vidya Poshini School, Methala	do	To continue as L Primary	The school building has already been improved
3	Girls' High School, Cranganur <i>Mukundapuram Taluk.</i>	Sirkar	Upper Secondary Department to be abolished	
1	M G S, Chalakkudy	Sirkar	May be handed over to the Church for management	The Church has agreed to take up the management

Serial No.	Name of school	Sirkar or private	How affected	Remarks
2	Padinjattumuri School	Private	To continue as a division of the neighbouring school, if there is sufficient strength for this separate division	There is only one class in the school
3	Parathiparamba School	do	To be reduced to L Primary	
4	A S, Pullur	do	To be abolished	The Director of Public Instruction recommends abolition
5	V P School, Kathi kodanm	do	To continue as L Primary	do
6	Aided School, Thazhakad	do	To be reduced to L Primary	do
7	St. Mary's School, Krishnancotta	do	do	do
8	Convent L S School, Irrinjalakkuda	do	To continue	
9 10	M S, Mukundapuram M G S, Mukundapuram	Sirkar do	{ To be amalgamated	The teachers in both the schools are ladies.
11	M S, Karupadanna	do	To be reduced to L Primary	
12	SS Sabha School, Poovathisseri	Private	do	
13	M S, Pudukad	Sirkar	Management to be handed over to the Convent which is Managing M G S, in the same compound and both may be considered as one for purposes of grant	
14	Vadakkumbbagam School, Pulani	Private	To be reduced to L Primary	
15	St. Mary's School, Edakolam	do	do	
	<i>Trichur Taluk.</i>			
1	Palisseri School	Private	To be reduced to L Primary	
2	D M L S, School, Panamkulam	do	L S, Department to be abolished	
3	E G S Anthikad	Sirkar	To be abolished	Accommodation bad
4	K G M School, Anthikad	Private	To continue	
5	St. Joseph's School, Karamuk	do	To be reduced to L. P.	
6	S V G S, Chettupuzha	do	do	
7	C M S, Boy's School, Trichur	do	{ To be considered as one for purposes of grant	
8	C M S, Girls School, Trichur	do		

Serial No	Name of school	Sirkar or private	How affected	Remarks
9	St. Mary's Day School, Ambakad	Private	To be Lower Primary	This has been closed. May be revived as a L. Primary one.
10	Lower Primary School for Odas	do	To continue as L. P.	
11	St. Xavier's L S. School, Karanchira	do	To continue	
12	M G S, Aranattukara	Sirkar	To be abolished	
13	Sirkar High School, Ollur	do	The strength of the Upper Secondary Department to be watched for some years	
14	St. Joseph's Convent G High School, Trichur	Private	Upper Secondary forms to be abolished	
15	E G S, Trichur	Sirkar	To be abolished	
16	M G S, Trichur	do	do	
17	Karayogam School, Perumanam <i>Talappilli Taluk.</i>	Private	To be reduced to Lower Elementary	
1	Sree Rama Varma Memorial School, Kunnamkulam	Private	To be reduced to Lower Primary	Formerly called the Church of God Ragged School—building is very bad
2	Union Vernacular Primary School,	do	To be abolished	Strength very poor
3	M J D L S, School, Kunnamkulam	do	Lower Secondary Department to be abolished	No Form III. The other forms have low strength. High School, Kunnamkulam 2 furlongs distant
4	Little Flower School, Vaduthala	do	To be reduced to Lower Primary	
5	K V S, Parlikad	do	do	
6	M G S, Pazhayannur	Sirkar	To be abolished	
7	A V S, Kunnathara	Private	do	
8	L S, School, Pazhayannur	do	To continue	
9	Sambhavar Day School, Pazhayannur	do	To continue under the management of No. 8	
10	Labour School, Perimpilavu	do	To be an Upper Primary school	
11	M U M S, Perimpilavu	do	To be reduced to L. Primary	
12	Vernacular School, Kizhur	do	To continue as L. Primary	
13	Aided Girls' School, Aiyur	do	do	The Director of Public Instruction recommends abolition (P. 11 of the Report).
14	V P School, Kurumala	do	do	do

Serial No.	Name of school	Sirkar or private	How affected	Remarks
15	Aided School, Paravur	Private	To continue	The Director of Public Instruction recommends abolition. (P. 11 of the Report)
16	Aided School, Perumthuruthu	do	To be reduced to L. Primary	do
17	St. Thomas' School, Pulayanoor	do	do	do
18	Aided School, Venur	do	To continue as L. Primary	do
19	do Thonurkara	do	do	do
20	D V School, Kondazhi	do	To be reduced to Lower Primary	
21	L F Convent L S School, Chelakara	do	To continue aided for 3 years	Please see Appendix XI.
22	S V S, Enkakad	do	To be L. Primary	
23	St. Joseph's School, Aloor	do	To be reduced to L. Primary	
24	C M S Boys' School, Kunnamkulam	do	To be amalgamated	The Director of Public Instruction recommends amalgamation (P. 11).
25	C M S Girls' School, Kunnamkulam			
26	St. Francis Boys' School, Mattom	do	To be considered as one for purposes of grant	
27	St. Mary's Convent School, Mattom			
28	S H S, Chelakara	Sirkar	Upper Secondary Department to be closed	Incomplete
29	H S, Elthuruthu <i>Chittur Taluk.</i>	Private	do	do
1	M G S, Nemmara	Sirkar	To be reduced to Lower Primary	Sirkar Boys' High School close by
2	Aided School, Kairadi	Private	To be abolished and a Sirkar School to be opened	A Sirkar school midway between the two has to be opened. The Director of Public Instruction recommends (p. 12) and the managements have agreed
3	Aided School, Adipuranda			
4	E S, Vellanghi	Sirkar	To be a fully developed Primary School	
5	M S, Vithanasseri	do	To be reduced to L. Primary	
6	L S, School, Tattamangalam	do	To continue	
7	M G S, Tattamangalam	do	To be fully developed Primary School	
8	Bazaar School, Tattamangalam	Private	To be reduced to L. Primary	
2	H M S, Tattamangalam	do	do	

Serial No.	Name of school	Sirkar or private	How affected	Remarks
10	A V S, Kozhinjampara	Sirkar	To be abolished	
11	M S, do	do	To continue	
12	Ramavarmapuram Pudur School	do	To continue as a fully developed Primary School	English has already been introduced in the school
13	Athicode School	Private	To be taken up by Government	Difficulty regarding Koran teaching
14	M G S, Nellapilly	Sirkar	To be abolished	There is extra accommodation in the L S School, Nellapilly where the additional students can be accommodated by opening divisions in classes III and IV
15	M G S, Chattamangalam	do	To be reduced to L. P.	
16	Aided School, Erichempathi	Private	do	
17	M S, Arandapallam	Sirkar	To continue as L. Primary	
18	G H S, Chittur	do	The Upper Secondary department to be closed	

A new school is to be opened at Parisikkal. (Mr. Eachara Menon, M. L. C. and the Deputy Inspector recommend it).

A Sirkar School midway between Kairadi and Adipuranda to be opened.

APPENDIX X.

List on Schools in which plurality of class teaching is resorted to.

1	M S Chattamangalam	8	A S Kunnathara
2	M S Kuthampilli	9	Aided School, Chenam
3	M S Anandapallur	10	M S Kadamakudi
4	M S Meenakshipuram	11	St. Joseph's School, Kadavanthara
5	M S Vannamadai	12	M S Parambikulam
6	M S Ramavarmapuram, Pudur	13	M S Kuriarkutty
7	A S Thrikannyur	14	M S Kunnathupadam

APPENDIX XI.

LIST OF SECONDARY SCHOOLS.

Sirkar High School.

Boys:—

1	High School, Mulanthuruthy	10	High School, Ollur
2	" Trippunithura	11	" Peringottukara
3	" Ernakulam	12	" Vadakkancheri
4	" Narakkal	13	" Kunnankulam
5	" Cranganur	14	" Thiruvillawamala
6	" Irinjalakkuda	15	" Chelakkara
7	" Chalakkudy	16	" Chittur
8	" Trichur	17	" Nemmara
9	" Kandassankadavu		

Girls:

1	Palace Girls' High School, Trippunithura	5	Girls' High School, Irinjalakkuda
2	Girls' High School, Trippunithura	6	Victoria Girl's High School, Trichur
3	" " Ernakulam	7	Girls' High School, Kunnankulam
4	" " Cranganur	8	" " Chittur

N. B. Upper Secondary to be suppressed.

1	Girls' High School, Trippunithura	3	Girls' High School, Chittur
2	" Cranganur	4	High School, Chelakkara

Private High Schools.

Boys, Aided.

1	St. Albert's High School, Ernakulam	5	Mangayil High School, Maradu
2	T D High School, Cochin	6	St. Sebastian's High School, Gothuruthi
3	Paliam High School, Chennamangalam	7	St. Peter's High School, Kumbalangi
4	Union High School, Cherai		

8	St. Sebastian's High School Palluruthy	1	St. Theresa's Convent High School, Ernakulam
9	St. Thomas High School, Trichur	2	L M C C, High School, Chathiath
10	C M S, High School, Trichur	3	Sacred Heart's Convent High School, Trichur
11	Vivekodayam High School, Trichur		
12	C N N High School, Cherpu		
13	St. Mary's High School, Kattur		
<i>Un-aided</i>		<i>Un-aided.</i>	
1	Sacred Heart's High School, Thevara	1	Sacred Heart's Convent High School, Chalakkudy
2	D V H, School, Velloor	2	St. Joseph's Girl's High School, Trichur
3	St. Alosius's High School, Elthuruthu	<i>A. B. Upper Secondary to be suppressed.</i>	
		1	St. Joseph's Girl's High School, Trichur

*Note:—*The Committee is of opinion that the High Schools at Narakkal and Kunnankulam should not be handed over to private agency. They were once aided schools, which were taken over by Sirkar.

LIST OF LOWER SECONDARY SCHOOLS.

<i>Sirkar.</i>		<i>Sirkar.</i>	
1	L S School, Elankunnapuzha	7	L S School, Cheruthuruthy
2	... Eriyad	8	L S G S Mattancheri
3	.. Kodakara	9	... Vadakkancheri
4	.. Nadavaramba	10	L S G School, Nalleppilli
5	.. Manaloor	11	... Aylor
6	.. Palarji	12	... Erumapetty

PRIVATE LOWER SECONDARY SCHOOLS.

<i>Boys. Aided.</i>		<i>Boys. Aided.</i>	
1	S R V L S School, Ernakulam	4	St. Francis L S School, Mattom
2	Nambudiri Vidyalayam, Trichur	5	S M L S School, Tattamangalam
3	Tharakan's L S School, Aranattukara	6	St. Antony's L S School, Pudukad
<i>Unaided.</i>		<i>Unaided.</i>	
1	St. Joseph's L S School, Chathiyath	14	Nayar Samajam L S School, Valoor
2	Co-operative L S School, Kadungamangalam	15	St. Antony's L S School, Mala
3	St. Sebastian's L S School, Kanjur	16	St. Mary's L S School, Vyntala
4	Santa Cruz L S School, Ochanthuruthi	17	St. George's L S School, Pariyaram
5	St. George's L S School, Pazhangad	18	St. Mary's L S School, Puthekara
6	St. Mary's L S School, Chellanam	19	St. John's L S School, Parappur
7	Little Flower L S School, Cheranellur	20	C S Church English School, Trichur
8	L S School, Edavanakad	21	St. Thomas L S School, Thirur
9	S S Araya School Pallipuram	22	D M L S School, Panankulam
10	S D P Y L S School, Palluruthy	23	S R K G L S School, Vilangan
11	B V R Sabha L S School, Cherai	24	L S School, Pazhayannur
12	Sacred Heart's L S School, Kodankulangara	25	St. Francis L S School, Karanchira
13	V L S School, Panangad	26	M J D L S School, Kunnankulam
		27	St. Mary's L S School, Narakkal
		28	St. Xavier's L S School, Velloor
<i>Girls. Aided.</i>		<i>Girls. Aided.</i>	
1	St. Mary's Convent L S G School, Ernakulam	5	B L T L S G School, Irinjalakuda
2	St. Joseph's L S G School, Chengal	6	Sacred Hearts L S G School, Kandassan-kadavu
3	Infant Jesus L S G School, Ochanthuruthi	7	St. Mary's L S G School, Ollur
4	St. Mary's L S G School, Kuzhikkattussery	8	Vivekodayam L S G School, Trichur
		9	Mar. Thoma L T L S G School, Trichur
		10	Little Flower L S G School, Chelakara
<i>To be abolished. Boys</i>		<i>To be abolished. Boys</i>	
1	St. Sebastian's L S School, Kanjur—amalgamated with the L S School, Chengal	4	S D P Y L S School, Palluruthy
2	S S Araya L S School, Pallipuram	5	D M L S School, Panankulam
3	St. George's L S School, Pazhangad	6	M J D L S School, Kunnankulam
<i>Girls.</i>		<i>Girls.</i>	
1	Infant Jesus L G School, Ochanthuruthi		

Note. L S G School, Chelakara. Though the committee would like to recommend that the L S Department may continue unaided till at least 15 students of each class are from or near the locality, grant may in view of the commitments of the management already made, continue for 3 years by which time the management should satisfy the condition.

APPENDIX XII.

Copy of the letter from the Chief Engineer, dated 22—12—1933, R. O. C. 4768/1108, to the President, Education Survey Committee.

Sir,

I have the honour to forward herewith a plan for a Malayalam school of a structurally satisfactory design, we had occasion to design recently. You will see the school has nine class rooms each separated by cross walls and thus ensuring the necessary privacy and freedom from disturbance. Each class room is provided with 4 openings for doors and windows except the two corner rooms A and B which have one door in addition. These rooms are meant as safe rooms and can be locked. The door and window openings for the others have no shutters but have concrete frames. These will be provided with framed bamboo mat shutters. A small

verandah is provided in the quadrangle and the flooring is of tiles. The building therefore has the requisite strength, sufficient protection from the rains and is economical. The cost of a room will be about Rs. 595.

It will be possible to effect some savings by removing the 4 cross walls but I do not think that the savings realised thereby (will be about Rs. 25) per class room will compensate for the extra inconvenience caused.

A structure composed solely on pillars with bamboo mat thatties but without cross walls is definitely unsafe and I will not recommend that design.

Further we have seen that the cost of thatties and the cost of periodically tarring or renewing them is not very much lower than a pucca masonry wall.

I shall always be glad to have your suggestions in the matter and to consider it a privilege to look into them when received.

It has also to be stated that additional provision for the following items of expenditure has also to be made in the construction of school buildings.

1. Land acquisition charges—approximate	Rs. 600
2. Music shed	„ 840
3. Two latrines	„ 600
4. Well	„ 300
5. Fencing with gate	„ 50

(Sd.) Chief Engineer.

APPENDIX XIII.

Rules for the formation and maintenance of free Village Libraries in the State.

1. When the inhabitants of any village shall raise by subscription, donation or other means any sum not exceeding Rs. 100 annually for the maintenance of a free Public Library or Reading room or both the Panchayat Department and the Government shall each furnish an equal amount annually for the maintenance of the said library or reading room or both.

2. When the citizens of any village shall raise by subscription, donation or other means a sum of Rs. 25 and shall pay the same to Government, Government will, through the Education Department, present them with Vernacular books of double the value with an almirah for the same. Such books shall form a public library and shall be free to be borrowed by all citizens of the said village under such rules and regulations as the local committee of management of the said library may frame.

3. The library shall be kept open for 3 hours after school work on all working days and for at least two hours during holidays.

4. Each village library shall be located in the Sirkar Primary School in the village.

5. The President of the Panchayats shall be the President of the Library Local Committee and the Head-master of the school the librarian. The Committee shall, besides these consist of 5 others, two of whom may be officials, and three non-officials, elected annually by the whole body of subscribers to the annual fund of the said library.

6. All village Libraries receiving Government aid shall spend their income in each year in the following manner and proportion as far as practicable.

For books 25 per cent, for periodicals 30 per cent, for contingencies and services 25 per cent, for reserve fund 10 per cent, for the increase of any or all of the above items or for any other library use 10 per cent.

7. Each village library of the State shall send a quarterly report of its work to the Inspecting officer on blank forms furnished for the purpose.

8. All libraries shall be open and free to the public without distinction of caste or creed.

9. Each library shall maintain all the registers that may be prescribed by Government.

10. All State-aided libraries shall be under the supervision and control of Government.

11. All Government grants for libraries shall be liable to be reduced or withdrawn at the pleasure of the Government after giving one year's notice.

12. Books and periodicals should be ordered only with the approval of the Department.

13. The teachers of the Sirkar Schools in which the library is located shall co-operate with the Headmaster and render all possible help to him in enhancing the usefulness of the library.

APPENDIX XIV.

Copy of letter to the Secretary, Elementary Vernacular Education Committee,
dated 30th Thulam 09, C. No. 12/09.

Sir,

In connection with the question of Elementary Education which the Committee is now considering, I had the privilege of having a personal talk with the President of your Committee, H. H. Kerala Varma Thampuran. Under instructions from him I am writing this to inform you that your Committee and the Educational Survey Committee is to have a joint meeting to consider the question in all its aspects. To facilitate this meeting, it is essential, according to your President, that you hold a meeting of your Committee and come to a definite opinion on the following points relating to the subject.

(1) Age of admission of boys, i. e., what should be the minimum age for a boy to be admitted into the school.

(2) Course of Elementary Education, i. e., is it desirable to extend the course of Vernacular Education to 5 years instead of 4 at present and introduce teaching of English as a

subsidiary subject in the 4th and 5th classes, so that a student undergoing a full course of Vernacular Education may have a working knowledge of English, and so that Primary Education may be complete in itself.

(3) Curricula of Studies.—i. e. Whether any addition to the present curricula of studies in the Vernacular course of instruction should be introduced, and if so, what.

(4) Text Books—i. e. Whether it is desirable to have a variety of lessons in text books, so that schools in particular localities may have the option of selecting particular lessons from that text book suited to the localities concerned.

As soon as you have summoned your meeting and come to a decision on the points, you may write to me, in order that I can arrange for a joint meeting of the two Committees on a date that will be convenient to all concerned.

I request the favour of a very early reply.

(Sd.) President.

Copy of the Resolutions of the Elementary Vernacular Education Committee.

(എ) കുട്ടികളെ സ്കൂളിൽ പ്രവേശിപ്പിക്കുമ്പോൾ അവർക്കു കാര്യം എ വയസ്സ് പ്രായമുണ്ടായിരിക്കണം. എ വയസ്സിൽ കറഞ്ഞ കുട്ടികളെ ചേർക്കരുത്.

(ഇ) പ്രാഥമിക വിദ്യാഭ്യാസത്തിന്റെ കാലം ആറു കൊല്ലമായിരിക്കണം. പ്രഥമവർഷം അറു (Infant) ക്ലാസ്സിൽ അക്ഷരാഭ്യാസാദികൾ കഴിഞ്ഞു പിന്നീട് എ കൊല്ലം ശരിയായ വിദ്യാഭ്യാസത്തിന്നു വിനിയോഗിക്കണം. ഒട്ടവിലത്തെ അഞ്ചും ആറും ക്ലാസ്സുകളിൽ ഇംഗ്ലീഷ് ഉപഭാഷയാക്കാം. എന്നാൽ ഉത്തമ വിദ്യാഭ്യാസത്തിന്നു പോകുവാൻ മോഹമുള്ളവർക്കു ഐക്യമായിട്ട് ഇംഗ്ലീഷ് പഠിക്കുവാനുള്ള ഏല്പാട് കൂടി ഉണ്ടായിരിക്കേണ്ടതാകുന്നു.

ഇംഗ്ലീഷ് ഉപഭാഷയാക്കിയാലും രണ്ടു കൊല്ലം കൊണ്ടു ആ ഭാഷയിൽ പ്രായോഗികമായ ജ്ഞാനം ഉണ്ടാകുവാൻ പ്രയത്നമാണെന്നാകുന്നു കമ്മിറ്റിയുടെ അഭിപ്രായം.

(എ) കമ്മിറ്റിയുടെ അനുമതിയോടു പുതിയതാകുന്നതിന്നു മുമ്പു കർമ്മങ്ങളെക്കുറിച്ചു ഒന്നു പ്രസ്താവിക്കുവാൻ തരമില്ല.

(ജ) പാഠപുസ്തകത്തിൽ ഭാഷയ്ക്കു പ്രാധാന്യവും ഐക്യരൂപവും വേണം.

APPENDIX XV.

LIST OF SCHOOLS ENJOYING SPECIAL VACATIONS, SUCH AS HARVEST, FEVER, ETC.

1	M S, Vannamada	29	M S, Udayathumvadukkal
2	M S, Meenakshipuram	30	M S, Palikkamali
3	M S, Chathamangalam	31	M S, Palliviruthi
4	N S, Meenakshipuram	32	M S, Puthenthode
5	N S, Pudusseri	33	A M M S, Chennur
6	R C S, Erichampathy	34	St. Francis School, Pezhal
7	C L V S, Ozhalapathy	35	St. John School, Moolampilli
8	V M S, Kanimangalam	36	St. Mary's School, Southern Chittur
9	A S, Kairady	37	Kothad School of Jesus
10	A S, Adipuranda	38	S K V S, Mulavukad
11	V M S, Karekkattu Parambu	39	St. Mary's Pomarimangalam
12	A S, Kallaipadam	40	St. Mary's Vallarapadam
13	C M S, Kaniampal	41	St. Peter's Vaduthala
14	St. Thomas Parannur	42	M S, Vattathiparamba
15	S M S, Erinjapuram	43	S D V P S, Maradu
16	A S, Kaniarkode	44	C E Z M S, Tripunithura
17	A S, Vadakkethara	45	S A S, Thiruthikara
18	A S, Chelakode	46	St. J S, Chethicode
19	S D S, Kunnathara	47	M S, Arakkunnam
20	S K V S, Potta	48	M S, Parappacode
21	A S, Vennur	49	S P S P S, Kumbalam
22	V P, S Kurumala	50	S A S, Madavana
23	L M S, Perimpilavu	51	D B S, Cheppanam
24	D M School, Mattikunni	52	St. Antony's Panangad
25	M S, Kozhipara	53	C V S, Palliruthi
26	M S, Nanniode	54	St. Law M S, Edacochi
27	M S, Southern, Chittur	55	St. J S, Cheriakadavu
28	M S, Kadamakudi	56	St. G S, Pazhangad

57 St Aug S Edavanakad
 58 S T M S, Pudiyedom
 59 St. J S, Thekkumbhagom
 60 M S, Cherai
 61 M S, Edavanakad
 62 M S, Azhicode
 63 M S, Vellikulangara
 64 V V S S, Cherai
 65 B V R S, Cherai
 66 St. George's School, Chakkarakadavu
 67 V D S, Cheruvippu
 68 S P S S, Edavanakad
 69 St. Ambrosius' School, Edavanakad
 70 St. George's school, Kuzhupilly
 71 St. John's school, Manapilli
 72 S S Araya school, Pallippuram
 73 St. Peters' school, Kurisingal
 74 St. Joseph's M B S, Karthedom
 75 St. Mary's S, Murukumpadom

76 St. Peter's Malippuram
 77 Hindu school, Mayavakod
 78 S F S, Nedungad
 79 Union S Nedungad
 80 B V S, Nayarambalam
 81 D V S, do
 82 S K V A S, Narakkal
 83 St. Mary's Chathuthy
 84 S S S, school, Ochanthuruthy
 85 Church school, Perumpilly
 86 S B S, Puthenkadappuram
 87 St. Joseph's school, Vadai
 88 A M I S, Eriyad
 89 Labour school, Pullut
 90 N S, Pazhukara
 91 B V S, Poolany
 92 Aided D C S, Kuttichira
 93 M S, Parambikulam
 94 M S, Kuriarkutty

APPENDIX XVI.

Grants assessed, assigned and sanctioned by District Educational Council.

No.		1930—31	1931—32	1932—33
A				
1	Number of Elementary schools in the District	957	783	687
2	Amount of total assessed grant to all schools	Rs. 1,27,763	Rs. 1,24,870	Rs. 1,13,641
3	Number of schools that earned extra grant for efficiency	292	255	220
4	Amount of total assigned grant	Rs. 1,43,915	Rs. 1,26,671	Rs. 1,23,295
5	Amount sanctioned by Dt. Educational Council, i. e., finally distributed	Rs. 1,40,705	Rs. 1,08,612	Rs. 1,05,439
B				
1	Number of Elementary schools	1004	957	853
2	Amount of assessed grant recommended by the Inspecting officers	Rs. 1,62,923-8-0	Rs. 1,38,098 0-0	Rs. 1,38,137
3	Amount of assigned grant recommended by the Inspecting officers	Rs. 1,64,234-0-0	Rs. 1,53,446-8-0	Rs. 1,49,184
4	Amount of assigned grant finally sanctioned by the Dt. Educational Council	Rs. 1,64,218 13 0	Rs. 1,32,704-0-0	Rs. 1,32,318 2
5	Number of schools for which extra grant was recommended	557	17	189

APPENDIX XVII.

Scale of Contingencies

Sirkar Schools.

	Maximum.	Per year.
1. High Schools.		
Clerk Rs. 25—40	40	480
Attender Rs. 15	15	80
Peons 2 at Rs. 10	20	240
Thotty and Sweeper		100
Class Books		25
Repair of furniture		15
Office expenses at Rs. 5 per mensem		60
		Rs. 1,100
		100
Add provision for P, C. R.		Rs. 1,200

2. Lower Secondary Schools.

Peon 1 at Rs. 10 per mensem
 Thotty and Sweeper at Rs. 2
 Class Books
 Repair of furniture
 Office expenses, etc.

Rs. 120

24

10

10

50

Rs. 214

26

Rs. 240

Add provision for P. C. R.

APPENDIX XVIII A.

Calculation of grants to Elementary Schools under the following principles.

1. School having 4 classes as at present.

2. School having 5 classes with 5 teachers as in future, with (a) 2 trained teachers

(b) all teachers trained.

(i) Grant as per present scale of pay and present rates of grant.

(ii) Grant as per proposed scale of pay and proposed rate of grant.

(iii) Grant as per proposed scale of pay and present rate of grant.

1. School of 4 classes with 4 teachers.

(a) 2 trained and 2 untrained.

(i) Half salary grant Rs. 24 0 0

Ordinary grant 49 10 6

Total

Rs. 73 10 6

(ii) Grant = $\frac{3}{4}$ (33-12-0 plus 26-10-8 plus 38-6-0) plus 3
 $= \frac{3}{4} \times 98-12-8$ plus 3 or Rs. 77-5-0

(iii) Half salary grant Rs. 30 3 0

Allowance 3 0 0

Ordinary grant 59 0 0

Total

Rs. 92 3 0

(b) All teachers trained.

(i) Half salary grant Rs. 41 0 0

Ordinary 36 14 6

Total

Rs. 77 14 6

(ii) Grant = $\frac{3}{4}$ (33-12-0 plus 26-10-8 plus 38-6-0) plus 3
 or Rs. 77-5-0

(iii) Half salary grant Rs. 49 6 0

Allowance 3 0 0

Ordinary grant 42 0 0

Total

Rs. 94 6 0

2. School having 5 classes with 5 teachers.

(a) Two teachers trained.

(i) Half salary grant Rs. 24 0 0

Ordinary grant 63 10 10

Total

Rs. 87 10 10

(ii) Grant = $\frac{3}{4}$ (33-12-0 plus 26-10-8 plus 57-10-0) plus 3
 $= \frac{3}{4} \times 118-2-8$ plus 3 or Rs. 91-10-0

(iii) Half salary grant Rs. 33 3 0

Ordinary grant 69 12 0

Total

Rs. 102 15 0

(b) All teachers trained.

(i) Half salary grant Rs. 49 8 0

Ordinary grant 48 4 10

Total

Rs. 97 12 10

(ii) Grant = $\frac{3}{4}$ (33-12-0 plus 26-10-8 plus 57-10-0) plus 3
 or Rs. 91-10-0

(iii) Half salary grant Rs. 62 2 0

Ordinary grant 50 6 0

Total

Rs. 112 8 0

APPENDIX XVIII—B.

Grant according to the number of teachers in a school, having only 1 division in each class.

- (i) Fully developed school, Lower Elementary classes working for $2\frac{1}{2}$ hrs.
- (ii) Fully developed school, Lower Elementary classes working for 5 hrs.
- (iii) Lower Elementary school, classes working for $2\frac{1}{2}$ hrs.
- (iv) Lower Elementary school, classes working for 5 hrs.

(i) Teachers 4—2 trained.

Grant— $\frac{3}{4}$ (33—12—0 plus 26—10—8 plus 38—6—0) plus 3 or Rs. 77—5—0.

(ii) Teachers 5—Headmaster and 1 assistant trained.

Grant— $\frac{3}{4}$ (33—12—0 plus 26—10—8 plus 57—10—0) plus 3 Rs. 91—10—0.

(iii) Teachers 2—1 trained.

Grant— $\frac{3}{4}$ (26—10—8 plus 19—3—0) or Rs. 32—4—0

(iv) Teachers 3—1 trained.

Grant— $\frac{3}{4}$ (23—12—0 plus 38—6—0) or Rs. 48—12—6.

APPENDIX XVIII—C.

Grants according to the number of teachers in a school of 2 divisions in each class.

- (i) Fully developed school, Lower Elementary classes working for $2\frac{1}{2}$ hrs.
- (ii) Fully developed school, Lower Elementary classes working for 5 hrs.
- (iii) Lower Elementary school, classes working for $2\frac{1}{2}$ hrs.
- (iv) Lower Elementary school, classes working for 5 hrs.

(i) Teachers 7—Headmaster and 1 assistant trained.

Grant— $\frac{3}{4}$ (33—12—0 plus 26—10—8 plus 96) plus 3 or Rs. 120—5—0.

(ii) Teachers 8 on the average (Headmaster and 1 assistant trained.)

Grant— $\frac{3}{4}$ (33—12—0 plus 26—10—8 plus 115—3—0) plus 3 or Rs. 134—11—0.

(iii) Teachers 3, 1 trained.

Grant— $\frac{3}{4}$ (26—10—8 plus 38—6—0) Rs. 48—12—6.

(iv) Teachers 6, 2 trained.

Grant— $\frac{3}{4}$ (26—10—8 plus 26—10—8 plus 76—13—0) Rs. 98—0—0

APPENDIX XVIII—D.

Elementary Schools.

(a) 400 Fully developed schools with 5 teachers, 2 trained.

Grant per school— $\frac{3}{4}$ (Rs. 33—12—0 plus 26—10—0 plus 57—10—0) plus 3.

i. e. $\frac{3}{4}$ (118—2—8) plus 3 or Rs. 91—10—0.

400 Schools $400 \times 12 \times 91—10—0$ or Rs. 4,39,800 per annum.

50 Lower Elementary Schools with 2 teachers, 1 trained.

Grant per school— $\frac{3}{4}$ (26—10—8 plus 19—3—0) or Rs. 34—6—3.

50 schools $50 \times 12 \times 34—6—3$ or Rs. 20,635.

Total Rs. 4,60,435

(b) 400 Fully developed Elementary Schools with 7 teachers, 2 trained.

Grant per school— $\frac{3}{4}$ (33—12—0 plus 26—10—8 plus 96) plus 3 or Rs. 120—5—0.

Grant to 400 schools $400 \times 12 \times 120—5—0$ or Rs. 5,77,500.

50 Lower Elementary schools with 3 teachers 1 trained.

Grant per school— $\frac{3}{4}$ (38—6—0 plus 26—10—8) Rs. 48—12—6.

50 schools $50 \times 12 \times 48—12—6$ or Rs. 29,270.

Total Rs. 6,06,770.

(c) Fully developed school with 8 teachers, 2 trained.

Grant to 400 schools $400 \times 12 \times \frac{3}{4}$ (33—12—0 plus 26—10—8 plus 115—3—0) plus 3

i. e. $400 \times 12 \times 134—11—0$ or Rs. 6,46,800.

Lower Elementary School with 6 teachers, 2 trained.

Grant to 50 schools $50 \times 12 \times \frac{3}{4}$ (26—10—8 plus 26—10—8 plus 73—13—0)

i. e. $50 \times 12 \times 98—0—0$ or Rs 58,800.

Total Rs. 7,05,600.

APPENDIX XVIII—E.

Calculation of grants.

Secondary Schools.

Grants worked out by applying (1) the principles under the present rules of the State. (2) principles contemplated by the Director in his report supplemented by our suggestion to allow contingencies (for one year).

I. Boys' High School—(Actual figures taken from the statement of a particular High school furnished by the school).

(i) Present rules.

Fee income	Rs. 10,581—12—0	Establishment pay	Rs. 15,410—10—11
Manager's contribution	Rs. 1,207—3—9	Contingencies @ 12½%	Rs. 1,926—5—4
Total	Rs. 11,783—15—9		Rs. 17,337—0—3
		Deduct income	11,783—15—9
			5,548—0—6
		Grant payable	5,548—1—0

ii. *Director's proposal as modified by the Committee.*

$\frac{1}{2}$ of the net deficit plus Rs. 1,200 for contingencies i. e. Rs. 2,414-7-0 plus 1,200 or Rs. 3,614-7-0.

II. Girls' High School—(Actual figures taken from the statement of a particular Girls' High School).

(i) *Present rules.*

Fee income	Rs. 5,404-0-0	Establishment pay	Rs. 11,969-7-7
Half salary grant	Rs. 1,991-11-0	Contingencies @ 12½%	Rs. 1,496-3-0
	7,395-11-0		13,465-10-7
Manager's contribution	Rs. 1,143-7-2	Deduct income	8,539-2-2
Total	Rs. 8,539-2-2	Balance	Rs. 4,926-8-5

Grant=Rs. 4,926-8-5 (ordinary grant) plus Rs. 1,991-11-0 (half salary grant) or Rs. 6,918-3-5 or Rs. 6,918-3-0.

2. *Director's proposal as modified by the Committee.*

Grant $\frac{3}{4}$ of the net deficit plus Rs. 1,200 for contingencies i. e., Rs. 4,924-2-0 plus Rs. 1,200 or Rs. 6,124-2-0.

APPENDIX XIX.

List of Schools in 1108.

Description	C. Kana- yannur		Cranga- nur		Mukun- dapuram		Trichur		Talap- pilli		Chittur		Total		Remarks
	S.	A.	S.	A.	S.	A.	S.	A.	S.	A.	S.	A.	S.	A.	
High School for Boys ..	4	8	1	..	2	1	4	5	4	1	2	..	17	15	Includes St. Alo- sius' Eluthruth
Do for Girls ..	3	3	1	..	1	1	1	2	1	..	1	..	8	6	Includes St. Jose- phs' Trichur
L. S. Schools Boys ..	1	15	1	..	2	6	1	8	3	4	2	1	10	34	
Do Girls ..	1	3	..	..	..	2	..	4	1	1	..	..	2	10	N. B. Gr. Tr. Insti- tution not included in the list
Eng. Primary School Boys ..	3	2	..	..	..	1	..	1	1	1	..	2	4	7	
Do Girls ..	1	1	..	..	..	..	4	1	..	..	..	1	5	3	
Ver. Primary Schools Boys ..	21	115	5	7	29	65	20	56	10	66	13	10	98	319	
Do Girls ..	6	17	..	..	4	7	7	9	3	7	3	..	23	40	
Night Schools ..	..	11	1	..	..	2	..	1	1	1	1	..	3	15	
Total ..	40	175	9	7	38	85	37	88	23	81	22	14	169	450	

Note. The total number of Sirkar Primary Schools is 135, of which 14 will be abolished, and 2 extra will have to be started. There will thus be 118 schools. Out of 369 Aided Primary Schools, 360 will continue, of these at least 49 will be Lower Primary.

APPENDIX XX.

Form of Poverty Certificate.

1. Name of student.
2. School and class in which studying.
3. Name of parent or guardian.
4. Occupation of the parent or guardian.
5. Native village and place of residence.
6. Names of other earning members of the student's family.
7. Number of school going children.
8. Expenditure incurred on Education.
9. Nature and extent of the landed property owned or held by
10. Income of parent or guardian from:—
 - (a) Landed property.
 - (b) Other sources.
11. Liabilities.

Signature of the Parent or Guardian.

Signature of the Headmaster of the School.

Certified that the particulars noted in the form have been verified and are, to the best of my knowledge, correct (subject to the following modifications). In my opinion, the boy is too poor to pay the full school fees, and deserves help.

Signature of the Tahsildar of the Taluk.

APPENDIX XXI.
(Rule 12 (i) M. E. R.)

Agreements between teachers and managements of Secondary Schools.

Agreement made the _____ day of _____ One Thousand Nine
Hundred and _____ Between _____ of the other part.
of the one part and _____

Whereas the said _____ have agreed to engage the said _____
to serve _____ High School _____ in the capacity of a teacher and at the
salary herein after mentioned.

Now these presents witness and the parties hereto do hereby mutually covenant con-
tract and agree in manner following, that is to say:—

1. That the said _____ shall employ the said _____
and the said _____ shall serve the said _____
as a teacher in the _____ High School _____ from the date of his taking charge
of such appointment until such employment shall be determined as hereinafter provided.

That except it be in a purely temporary vacancy the said _____
shall be on probation for a period of _____ months from the date of his first taking
charge of his appointment during which period it shall be open to the said _____
to dispense with his services without giving notice or without assigning any reasons.

2. That the said _____ will employ himself honestly, efficiently and diligen-
tly under the orders and instructions of the Headmaster or other officers or managers of the
said school under-whom he shall from time to time be placed as teacher in the said _____
High School _____ in which capacity he will discharge all such duties appertain-
ing to that office and do all things which may be required of him or which are necessary to be
done in his capacity as aforesaid and will make himself in other respects generally useful
as may be required of him.

3. That he will not on any pretence absent himself from his duties without first having
obtained the permission of his superior officers authorised in this behalf or in case of sickness
or inevitable accident without forwarding a medical certificate satisfactory to the officers
aforesaid as may be required by the leave rules of the said school.

4. That he will devote his whole time to the duties of the said employment and will
not on his own account or otherwise either directly or indirectly carry on his own account or
otherwise carry on or be concerned in any trade or business whatsoever, without having first
obtained the permission of his superior officers authorised in this behalf.

5. That he will confirm to all the rules and regulations in force in the said school in-
clusive of leave rules a copy of which is appended and will obey all such lawful orders and di-
rections as he shall from time to time receive from any authorised officer of the said school.

6. That this agreement may be terminated at any time by either party on giving to
the other three calendar months' notice in writing of such intention to determine the same, or
by _____ on paying three months' salary in lieu of such notice and may be
determined by the _____ forthwith without any notice in the event of such
misconduct on the part of _____ as may be considered by the Director
of Public Instruction to warrant suspension or cancellation of his Teachers Certificate under
Rule 154 of the Madras Educational Rules.

7. That if the said _____ shall observe and comply with all
the provisions of these presents there shall be paid to him for such time as he shall be in the
service of the said school and actually perform his duties a salary of Rs. _____ per
mensem for the first year of his service which shall be increased each subsequent year of his
service by Rs. _____ per mensem up to a maximum of Rs. _____ but that in the event
of his temporary absence from duty by reason of sickness or leave or otherwise he shall be
paid such salary only as shall be determined by the rules in force in the said school:

Provided always that the teacher shall get the full salary or a proportionately reduced
amount per month during the vacation according as he has worked for the full period July to
March inclusive or a shorter period.

8. That it shall be lawful for the school authority at any time if satisfied on medical
evidence that the said teacher is unfit and is likely for a considerable period to continue unfit
by reasons of ill-health for the discharge of his duties as such teacher to determine his service
under these presents on paying him three months' salary less any amount which may have been
paid him as leave allowance after the date of his last appearance in the school for the regular
discharge of his duties as teacher (the decision of the school authority as to the unfitness of the
teacher being final and conclusive) and thereupon his service shall absolutely cease and
determine.

In Witness whereof _____ and _____
have hereunto set their hands the day and year first above written.

Signed by _____

in the presence of
Signed by _____

Signed by _____
in the presence of _____



