

Ref. on C. No. 6347/1106.

OFFICE OF THE DIRECTOR OF PUBLIC
INSTRUCTION,

Trichur, 24th October 1932.

From

I. N. MENON Esq., M. A., B. Litt. (Oxon),
Director, of Public Instruction.

To

THE SECRETARY TO THE DIWAN,
Development Department.

Sir,

Subject :—Report—Educational Survey.—

Adverting to the correspondence ending with my report, dated 19th May 1931, R. O. C. No. 6347/1106, and in obedience to the orders of Government contained in Diwan's Proceedings R. O. C. No. 1249/106, dated 3rd March 1931, Development Department, I have the honour to submit the following Report on the Educational Survey of the State conducted with special reference to the existing organisation of education and the provision that has to be made for the future. As no special agency was available for the collection of data beyond the usual departmental machinery and as I was constantly interrupted by the needs of the day-to-day administration of the department and by a serious domestic catastrophe which both the people and the Government of Cochin have been generous enough to acknowledge as an irreparable national loss, the submission of this report took longer than I had anticipated.

2. I have tried to go beyond the mere recording of figures and ventured to draw inferences and suggest reforms as the ultimate purpose of the inquiry was not merely the collection of dumb statistics, but, their interpretation and utilisation for constructive proposals for the elimination of waste and the ensuring of steady progress.

I. THE PROBLEM OF THE SURVEY.

3. The need for a survey of the condition of education in Cochin was brought to the notice of Government by different sets of facts and by different agencies.

(1) In the first place Government were struck by the enormous recurring expenditure on education and the annual increase in the education estimates which, far from showing any tendency to abate with the satisfaction of demands, seemed to carry an inherent urge towards inflation. The total expenditure on education stood at Rs. 1,25,993 in 1083, the year in which Mr. Banerji, the then Diwan, published his memorable note suggesting certain "measures for the improvement of education and for the reorganisation of the Department of Public Instruction". The figures for 1105 were Rs. 12,27,271. The growth of expenditure during this period of over two decades might have been very necessary for the expansion of education as outlined in the despatch referred to above and embodied in the Code of 1086; but, the fact remains that many of the productive schemes calculated to enhance the revenues of the State had been nearly completed by 1083 and there had not been since then any parallel growth in the resources of the State. Expenditure on other and equally important public services like sanitation and medical relief, agriculture, irrigation and industries had also grown though to some extent this very desirable increase had to be curtailed on account of the yearly increasing commitments of Government on education.

(2) The attention of Government was drawn to the appalling growth of expenditure on education by a Memorandum of the Managers' Association

submitted to the Special Finance Committee and by another to the Diwan in 1106. The Association emphasised this obvious fact, however, not with a view to absolute retrenchment, but, with a view to the conversion of Sirkar schools into aided ones and the utilisation of the present expenditure to cover a larger area of educational effort. Further mention will be made of this Memorandum later on in this report. My present purpose is to point out that the Managers' Association, also, was struck by the rapid growth of educational expenditure and was afraid that Government might be driven to the necessity of cutting down the rates of grants if other economies were not found feasible.

(3) Again in the course of a petition to Government by the Teachers' Association the memorialists pointed out that, while educational expenditure was mounting up year by year, the salaries of teachers were still very low and stood in need of immediate revision. The Association rightly realised that it was impossible for Government to undertake fresh commitments unless simultaneously economies were also suggested; and in the course of its representations the Association observed among other things that there was a *superfluity of schools* and that, if a proper survey was carried out, it would be found possible to abolish or amalgamate quite a number of existing schools. This brought the question to a definite issue and Government, after discussing the matter with the Director of Public Instruction, ordered an Educational Survey of the State.

4. Other facts also lent force to the demand for a survey of this nature. The figures for 1105 showed that in 799 square miles of inhabited area there were 751 schools; yet in 1106 fifteen applications for opening new schools had been received by the Education Department. A casual glance at these statistics would leave on any unprejudiced mind the impression that there was a "superfluity" of schools and that the hourly increasing demand for fresh schools was not based on any real educational need. But, it will be noted that the statistics referred to above made no reference to population or to the number of children of school-going age, and any inference which might be drawn from them ran the risk of being upset.

5. The survey was ordered to be conducted by the officers of the department with the assistance of a temporary staff of two clerks. Operations were begun in May 1931 and the area to be surveyed was allotted as follows:—

1. Director of Public Instruction—
 1. Cranganur Taluk.
 2. Mukundapuram Taluk.
 3. Chittur Taluk and
 4. Part of Cochin-Kanayannur Taluk.
2. Inspector of Schools, Southern Division—
Part of Cochin-Kanayannur Taluk.
3. Inspector of Schools, Northern Division—
Talappalli Taluk.
4. Inspector of Schools—Trichur Taluk.

6. The following extracts from the instructions issued by the Director of Public Instruction to the Inspecting Officers will explain the objects steadily kept in view and the general mode of inquiry:—

"The aim of the Educational Survey is to ascertain the educational needs of the several taluks in the State and the provision that has been made to meet these requirements. The enormous increase in the number of schools in recent years and the yet incessant and insistent demand that is received from all directions for more schools have urged Government to look closely into the condition of affairs by means of an Educational Survey of the State.

Inspecting Officers while carrying out the survey will bear in mind the following suggestions and propose the classification of institutions for the future into

- A. **Public Schools**
 - (1) Government Schools
 - (2) Aided Schools
- B. **Private Schools**
- C. **Superfluous Schools** (*i. e.*, those which may be abolished without loss of efficiency).

In carrying out the survey and making proposals for the future, Inspecting Officers will take into consideration (1) the *priority* (in date) of schools, (2) the central situation of a school with reference to the area concerned, (3) the means of communication, (4) the level of female education in the locality, (5) the needs of the Depressed Classes, (6) the cost to Government, (7) the saving to Government which their proposals offer.

The report of the Inspecting Officers should contain their views on the special requirements of specially backward communities and backward areas with proposals as to how these deficiencies are to be met in these respects.

Special emphasis is laid on the problem of the means of communication because the Director of Public Instruction has come across instances where schools might have been saved if roads were constructed or bridges built. In such cases the cost should be borne by the Public Works Department and not by the Education Department. The problem seems to be particularly relevant with regard to the Cochin-Kanayannur Taluk.

Inspecting Officers will carry out the survey with as little dislocation as possible of their normal work. Expenditure on travelling allowance should be minimised. They should also give every opportunity to the public to represent its views and its grievances, but it would obviously defeat the object of the survey if they yield to mere clamour; the need for an authoritative survey apart from the petitions of the public and the applications of school managers being evidently to arrive at a correct estimate of the real educational needs of the people and to provide adequate satisfaction for them.

The survey operations should be attended to by the Inspectors themselves and should not be entrusted to their deputies on any account.

The completed survey forms of the schools which fall within the scope of the Inspecting Officers' survey operations will be sent on application being made to this office".

7. *Mode of procedure.*—With a view to see how far the actual visiting of every school for the purposes of the survey was necessary I concentrated on a compact area—Cranganur—to begin with. Every school in the Principality was visited and facts bearing on the inquiry in hand collected. *It was soon found that this method of actual enumeration, however interesting in itself, could lead to no definite result while it might unreasonably prolong the inquiry.* In the first place, the special returns furnished by the schools showed that, while certain schools and classes were wanting in strength, *by far the large majority of schools had sufficient strength to justify their continuance and even their enlargement in some cases.* It is true that actual visits revealed in many cases wide disparity between actual attendance and nominal strength. This, however, could not be held to lead to any definite conclusion because no school, however efficient and strong, can claim even in the best of conditions 100 per cent attendance. Attendance depends on many factors some of which are subject to variations. The difference, however great, between the strength on the rolls and actual attendance could give no *conclusive* proof as to necessity for a school in the absence of other evidence.

8. In the second place, *the Census figures showed that a large number of children of school-going age was still outside the pale of our schools—a fact which argued the need for providing additional educational facilities, granting, of course, that given them every child of school-going age could be made to attend school.* Actual visits, therefore, could not, except in special circumstances, yield results which were not to be obtained by means of official circulars and returns.

9. The mode of my enquiry had, therefore, to be modified. A list of villages with their population was drawn up and the number of schools in each village was scrutinised. This revealed that certain villages apparently possessed educational facilities out of all proportion to their size and population while others obviously teeming with population were destitute of all educational facilities or, possessed only facilities wholly incommensurate with their needs. Such cases were not very many and enquiry was thus facilitated. In some cases it was found that the disparity was only apparent and not real, as these villages

were contiguous with others which had an abundant supply of schools. Some villages were in need of additional facilities while a few others had a superfluity of schools. The number of both such cases was few and far between as far as I could judge—I mean with reference to the number of schools in every village in relation to the density of population and facilities of transport.

10. However that might be, the method of enquiry now adopted appeared to be the only feasible one, as will appear from the recommendations I make further down in this report regarding the advisability of creating a permanent apparatus for the periodical appraisal of the educational requirements of each Educational District. For, I am convinced that *it is not possible to lay down with any pretence at absolute accuracy the number of schools which the State wants.* I have in the course of this inquiry closed down a few schools* of very recent origin which were *manifestly unnecessary.* In the same way I have amalgamated a few schools and classes which struck me as clearly superfluous. In a few cases I have allowed the opening of new schools where the deficiency was patent. Requests for permission to start new schools are still pending with the department just as proposals for the abolition of a few schools are also pending decision. In both cases I have stayed action as I could not arrive at a definite decision; and these cases of doubtful utility or inutility I propose to hand over to the new local education authorities whose creation constitutes perhaps, the only striking feature of the recommendations embodied in this report.

11. Although every school was not visited with a view to collect data specially for the survey, nearly four hundred schools were visited by the officers concerned, and the experience thus gained together with the statistics collected from the several schools form the basis of my findings and my recommendations. Room for error there, of course, is; but it is hoped that the method of correcting such errors of fact and judgment will also be found among my proposals.

12. I have completely excluded collegiate education from the scope of this report, as in my opinion it did not raise any serious doubts or differences of opinion, unless it be that to some minds collegiate education in the present economic condition of the country is an unmixed evil. Secondary education has been dealt with at some length; but the central theme of this report as well as of the enquiry has been elementary education. Considering that it is elementary education which consumes more than 50 per cent of our total expenditure on education and that it is the only kind and grade of education to which the masses can aspire, I offer no apologies for the concentration of attention on this topic not, as will be evident, to the total exclusion of allied problems.

II. THE NUMBER AND DISTRIBUTION OF SCHOOLS.

13. Although etymologically the term "Survey" has no connection with arithmetic the one unvarying question which I have been asked both inside and outside the legislature has been "Have we too many schools?". In the last Budget Session of the Legislative Council I was asked this question in a variety of ways, with a view, no doubt, to elicit some definite answer to the central theme of the Educational Survey. Escape was, indeed, impossible had I not stoutly stood on my right to be silent. It was not because I was reluctant to give information which was bound to become public property in less than six weeks, but, because any answer given without considerable explanation was bound to be unsatisfactory because misleading.

14. All through the survey I was aware that my movements and my utterances were being watched and weighed. If a class was abolished I was asked if it was as a result of the survey. If recognition was refused for a new school I had to say whether it was based on my finding as a result of the Educational Survey. If aid was refused in the case of a class, the immediate query was if I thought that new schools were superfluous. The only course open to me at the time was to practise uniform silence. Among other things, the opportunity of placing this report before the public gives me the chance of breaking the ice.

* A list of schools opened and abolished during the last two years is given in Appendix I.

15. To the question whether we have too many schools I am unable to give an unqualified answer. As a reference to the table in Appendix II will show, in most of the taluks there is an abundance of schools considering the number of children actually under instruction. It is no doubt true that with the existing school buildings and equipments it is not possible to educate all the children for whom there are "school places", calculating at the rate of forty pupils per class. Few schools have class-rooms measuring even 18' X 20', and it is impossible or at any rate inadvisable to accommodate forty children in class rooms smaller than 18' X 20'. This means that as things are there is wastage, and with better and larger school houses it ought to be possible to provide 1,65,000 school places whereas there are only 1,41,756 children on the rolls. From this point of view, therefore, we may say that we have too many "school places", even if there are not too many schools. On the other hand we find that whereas we have 1,41,756 children under instruction and 1,65,000 school places, there are 1,78,516 children of school-going age. On the most modest computation we have, therefore, to provide about 14,000 more school places to bring these children into our schools, not reckoning, of course, the probable increase in their number by the time facilities are provided for these. I mean we shall have to do this if the State aims at universal elementary education whether under compulsion or by the employment of any other means. One thing, at any rate, is obvious from this point of view. We certainly do not have too many schools if our aim is to educate every child of school-going age, although at present the provision of school places is in excess of the actual number of children under instruction.

16. There is considerable confusion of thought on this question of the "number of schools". A casual visitor to any of the inefficiently conducted schools or to even a well conducted school in "backward tracts" will be struck by the paucity of strength. It is easy to argue from this that the particular school is one of those "Venture Schools" of which one reads so often in the papers. As I have already observed, the "strength" of a school is dependent on many factors of which the existence of a numerous population of school-going age is one. The absence of any one of these other factors may tell on the strength of a school and it is unsound to infer that, because the strength of a school at the time of a visit is poor, the school itself is superfluous. If there is no improvement visible even when frequently visited the chances are no doubt greater that the school is a superfluity in that particular area. But, without a knowledge of the many circumstances which determine the strength of a school such as the economic condition, mode of life and occupation of the people, the existence of other schools in the neighbourhood, facilities for communication, etc., it is difficult to say whether a particular school is a necessity or a superfluity. Nevertheless, to a mind not aware of this complexity the sight of a thinly populated school gives the irresistible impression of futility and waste. In fact the real question which is unconsciously raised and answered in such cases is not whether the school is unnecessary, but whether a better school should not take its place.

17. There is very little doubt that we have a very large number of inefficient and ill-conducted schools. The inspection reports and visit notes furnished by the officers of the department reveal a sad state of public instruction. The cause of this unhappy condition, particularly of public elementary education, I have analysed and discussed in different places in this report, and whenever possible remedies have been suggested. At present we are concerned with a question of fact, and of that fact there is very little doubt; and to argue from the inefficiency of a school to its futility is excusable want of logic. I will return to this question further down in this report; but, in the meantime I will turn to the condition of the several taluks in respect of the provision that exists for primary and secondary education.

COCHIN-KANAYANNUR.

18. No taluk in the State possesses such an abundance of educational facilities as Cochin-Kanayannur. Unlike the other taluks there is only one single village which has not got a school of its own. (Please see Appendix III).

19. No doubt the density of population is partly responsible for the large number of schools which this taluk possesses.* There are 51,458 children of school-going age (26,176 boys and 25,282 girls). In point of mass literacy also Cochin-Kanayannur stands first—33·8 per cent of the population being literate. 59·7 per cent of the children of the school-going age in this taluk are attending or have attended primary schools. The existing provision in respect of educational facilities is very fair as will be evident from the following table.

Serial No.	Grade of School	Sirkar	Private	Total	Remarks
1	High Schools	6	11	17	
2	Lower Secondary Schools	2	18	20	
3	English Primary Schools	4	3	7	
4	Malayalam Primary Schools	27	151	178	
	Total	39	183	222	

There are altogether 17 High Schools, 20 lower secondary schools and 185 primary schools. The influence of the Church has been largely responsible for this rapid growth of modern education. The following analysis will show the active part the Church plays in the sphere of education in this area.

Serial No.	Nature of management	No. of Schools	Remarks
1	Sirkar	41	* This number includes four Sanskrit Schools and two Colleges.
2	Christians	123	
3	Caste Hindus	29	
4	Non-Caste Hindus	27	
5	Other communities	8	
	Total	228*	

Of late other religionists have also been active in the field of education; and particularly the Ezhuvas have been showing a great deal of enthusiasm in conducting schools—at times with an unnecessary degree of communal fervour. This, however, cannot be helped in the beginning, but, every effort seems to be necessary to keep out communal conflicts from the field of educational endeavour. The ratio of Government to private institutions in this taluk (1:4:8) illustrates in a striking manner the vigour of private agencies; for, while in other taluks private educational enterprise which plays an important part in the organisation of primary education is generally shy in running secondary schools, in Cochin-Kanayannur private effort takes the first place in the organisation of all grades of education. As I have already remarked it is not possible to say without an intimate knowledge of local conditions whether any particular school should be closed, or, any new ones opened; and it is only after making every possible inquiry that I recommend the abolition of a few schools and the amalgamation of a few others. I am of opinion that (1) St. George's Lower Secondary School, Pazhangad, (2) St. Lawrence Lower Secondary School, Edacochi and (3) Malayalam School, Udayathumvadukkal may be abolished. St. George's Lower Secondary School, Pazhangad only tends to starve the lower secondary department of St. Peter's High School, Kumbalanghi. The manager has closed down the lower secondary department of St. Lawrence Lower Secondary School, Edacochi. The Malayalam Primary School, Udayathumvadukkal (Sirkar) may be closed and the primary department of the V. L. S. School, Panangad may be made vernacular. Of the two lower secondary schools at Pallipuram—

the S. S. Araya School and the B. V. R. Sabha School—one may be abolished without any harm being done to secondary education. If the Arayas and the Ezhuvus can be made to realise the futility of these purely communal educational institutions and the waste involved in the duplication of educational effort, a Government lower secondary school may be established and the lower secondary departments of the two existing schools abolished.

20. Making every allowance for the scarcity of suitable means of communication and the insular and inaccessible nature of some portions of this backwater region, I venture to submit that the following pairs of schools—some of them situated in the same compound and under the same management—may be amalgamated with advantage:—

1. L. M. C. Boys' School, Chathiath
L. M. C. M. G. School, Chathiath
2. Malayalam School, Kadamakkudy
M. G. School, Kadamakkudy
3. St. Joachim's Girls' School, Kalur
St. Xavier's Boys' School, Kalur
4. St. Thomas' G. S., Thykudam
St. Augustin's School, Thykudam
5. U. M. G. S., Karingochira
M. D. M. S., Karingochira
6. St. Francis' School, Amballur
Malayalam G. S., Amballur (Sirkar)
7. St. Sebastian's L. S. S., Kanjur
Convent L. S. School, Chengal
8. St. Sebastian's M. S., Kanjur
St. Mary's M. G. S., Kanjur
9. St. George's School, Gothuruthy
St. Mary's School, Gothuruthy
10. St. Joseph's School, Chathedom
H. I. J. Girls' School, Chathedom.

21. As the department of Public Works is doing all that it can to improve and add to the existing means of communication it is, perhaps, superfluous on my part to suggest any items of work under this head. But, it may help the Engineering Department if I mention our urgent needs particularly in the Cochin-Kanayannur Taluk which, being a backwater area, labours under special difficulties. For instance, the L. F. School, Thekkethuruth is only about two furlongs from St. George's School, Gothuruthy; these schools may be amalgamated if the broad deep channel of water which separates them is bridged. Our other immediate wants are (1) a bridge between Cheppanam and Panangad, (2) a Government ferry from Edacochi to Kumbalangi, (3) a metalled road connecting the two ends of Kadamakkudy, (4) a metalled road from Southern Chittur to Cheranellur.

CRANGANUR.

22. The Principality of Cranganur consists of the main land of Cranganur and the island of Pullut which is separated from the mainland by a narrow strip of water but served by a regular ferry. The Principality suffers badly from want of proper means of communication; and, due mainly to this deficiency, schools have sprung up within very short distances of one another. Many of the elementary schools are inaccessible by road and the lanes and foot-paths which lead to them are almost impassable during the rainy months. With a total area of 18½ square miles, Cranganur possesses 13 primary schools, one lower secondary school and two High Schools. Most of the elementary schools possess good strength and satisfactory attendance, and it may not be possible to abolish any of them except one or two. Amalgamation will not lead to economy here as the schools which stand in proximity to one another and invite amalgamation have all good strength, and amalgamation will not, therefore, make any retrenchment possible. The L. F. School which stands on the boundary of the Principality may, however, be abolished. This school really caters to the inhabitants of the small bit of British Malabar which has another school of its own about two furlongs from the L. F. School. If a suitable site is selected and a

building provided for the Sirkar malayalam school which is now without a permanent habitation and is being held in the mornings in the Girls' High School building, there will be no need for the L. P. School, the aid to which can be withdrawn and a saving of Rs. 1,677 made every year. The "Sisu Vidya Poshini" school which has no satisfactory accommodation and which is not far from other schools may also be abolished and the pupils transferred to the Lower Secondary School, Eriyad, the Malayalam School, Azhikode, and the Balanubhodini School, Methala.

23. Female education has made the same rapid progress in recent years in Cranganur as it has in Cochin; but, the question still remains whether there is a real need for a separate High School for girls here. The upper secondary forms of the Girls' High School are still weak as will be seen from the following table:—

Class	Strength
Form IV	17
Form V	12
Form VI	15

Apart from sentiment which on this question does not appear to be even deep-rooted, there seems to be no justification for a separate Girls' High School. The upper secondary department of the two High Schools may, therefore, be amalgamated and a lower secondary school retained at Methala or Lokamaleswaram.

MUKUNDAPURAM.

24. Next to Cochin-Kanayannur, Mukundapuram has the largest number of children of school-going age. There are 20,663 boys and 19,587 girls of school-going age making up a total of 40,250. Mukundapuram has also a plentiful supply of schools, particularly primary schools. The following figures afford evidence in this respect,

Serial No.	Grade of school	Sirkar	Private	Total	Remarks
1	High Schools	3	2	5	* L. S. S., Nadavaramba (Aided) has now been taken over by Government.
2	Lower Secondary Schools	2	7*	9	
3	English Primary Schools	...	1	1	
4	Malayalam Primary Schools	34	78	112	
	Total	39	88	127	

The educational needs of the taluk are adequately met at present. Although some villages possess no schools (see Appendix III) these villages are generally speaking, in close proximity to others which have an abundant supply of educational institutions. Thus the village of Nellayi with a population of 3,257 has no school of its own, but, the Malayalam Girls' School, Nandikkara, in the Parappukkara village, is within easy reach. If this school is shifted a little towards Nellayi even the little inconvenience now felt by the villagers of Nellayi can be wholly removed. Being generally hilly, and with a population clustered together in centres which are in some cases not very near each other, with means of communication not fully developed, some schools are still inaccessible by road. The Nayar Samajam School, Pazhukara, is an instance. The strength of schools is generally lower, and private educational efforts less in

evidence than in Cochin-Kanayannur. The survey has disclosed that a few of the schools are not indispensable or can be reduced to lower primary ones. (1) aided school, Pullur, and (2) V. P. School, Kathikodam, may be abolished. (1) Aided School, Thazhakad, and (2) St. Mary's School, Krishnankotta, may be converted into Lower Primary Schools. The lower secondary department of the Convent Lower Secondary School, Irinjalakkuda, may be abolished as it simply helps to starve the Girls' High School, Irinjalakkuda, and thus entails a double loss to Government in that it necessitates the continuance of aid to the lower secondary department and reduces the fee income of the Girls' High School. The statistics supplied in answer to a question from the member for Antikad in the last Budget Session showed how high was the cost of maintaining the Girls' High School, Irinjalakkuda. The lower secondary department of this school is being starved by the Convent lower secondary school which was recognised and aided by the department only in the year 1099. The aid given to this school may, therefore, be withdrawn after due notice being given to the management.

TRICHUR TALUK.

25. The Trichur Taluk possesses an abundance of educational facilities and almost equals Cochin-Kanayannur in this respect as will be seen from the following table:—

Serial No.	Grade of School	Sirkar	Private	Total	Remarks
1	High Schools	5	5	10	
2	Lower Secondary Schools	1	14	15	
3	English Primary Schools	4	2	6	
4	Malayalam Primary Schools	27	66	93	
	Total	37	87	124	

26. The town of Trichur alone has six High Schools (four for boys and two for girls), three lower secondary schools for girls and five English and ten Malayalam primary schools. Out of the 72 villages which comprise the Trichur Taluk the following six villages alone with a population of over 1,000 inhabitants are without schools of their own:—(1) Veluthur, (2) Venginisseri, (3) Kaiparamba, (4) Choolisseri, (5) Chalakkal and (6) Killannur. The provision of educational facilities in respect of the villages of Vadakkummuri, Padiyam, Chiyaram and Ollukara may at first sight appear to be inadequate. The deficiency in respect of Ollukara and Chiyaram is made up by the Malayalam School and the Malayalam Girls' School, Mukkattukara, the grant-aided school at Nallenkara, and the St. Teresa's School at Kanimangalam. In regard to the other four villages there are not schools very close by; but, inquiries go to show that no need for fresh schools is felt. The number of boys and girls in the taluk who attend the primary schools comes to 12,802 and 10,026 respectively. These figures represent 72.1 per cent of the boys and 53.5 per cent of the girls of school age.

27. The following two primary schools may be closed.

(1) St. Mary's Day School, Ambakad *, (2) The Lower Primary School for Odas.

28. The St. Xavier's Lower Secondary School, Karanchira may also be abolished (provided the road to Kattur is improved).

29. The Malayalam Girls' School, Oorakam should be shifted to a more central site.

30. In my opinion there is hardly any justification for maintaining two high schools so near each other as Kandassankadavu and Peringottukara with a

* This School has been abolished.

Lower Secondary School at Manalur. It should be possible to abolish one of the High Schools if the other is shifted to a more central location. As this would, however, mean a considerable initial outlay the best course open is to hand over one at least of the High Schools to private management.

31. I have in another part of this report recommended the gradual handing over of Sirkar primary schools to local education authorities. In the town of Trichur there are four Boys' High Schools—the Sirkar High School being the oldest. In recent years the strength of the Sirkar High School has steadily gone down and the Primary Department is destitute of the minimum strength. The existence of the model section of the Government Training Institution has contributed to some extent to this result. Whatever might have been the causes, the result at any rate is obvious. For the last three years the Sirkar High School has been working at a net loss of Rs. 24,671-3-9. I recommend that the school be handed over to the Municipality. I am aware that there may be protests from a section of the local public, because the Sirkar High School, Trichur, is one of the oldest educational institutions in the State and a high degree of efficiency is associated in the public mind with Government ownership and control. My reply to such an objection is that by the proposed transfer of management the Trichur High School will continue to be one of the premier High Schools and will in addition acquire fresh celebrity in that it will be the first High School to be owned by Cochin's premier municipal administration.

TALAPPALLI TALUK.

32. Although wholly agricultural this taluk has two towns, Kunnamkulam and Vadakkancheri, and the ancient country town of Chelakkara. Talappalli, too, like Mukundapuram, has to be opened out by the growth of means of communication, quite a number of schools being still out of the reach of any of the regular means of transport.

33. The number of children of school-going age comes to 29,701 consisting of 14,983 boys and 14,718 girls of whom the number of pupils who have attended or are attending schools comes to 13,146. The percentages are much lower than the average for all the other taluks with the exception of Chittur and Cranganur.

34. The following table gives the classified statistics regarding the number of schools in the taluk.

Serial No.	Grade of School	Sirkar	Private	Total	Remarks
1	High Schools ..	5	1	6	
2	Lower Secondary Schools ...	3	5	8	
3	English Primary Schools ...	1	1	2	
4	Malayalam Primary Schools ...	13	83	96	
	Total ..	22	90	112	

Kunnamkulam has a plethora of schools but only a few can be said to be superfluous. Considering the percentage of the number of children under instruction it may seem surprising that I should recommend the abolition of any school at all in the taluk; but it is to be noted that some schools serve no useful purpose where they are, and they may, therefore, be closed down. It is very doubtful if short of compulsion—which if introduced is likely to be felt as a positive hardship—the percentage of children under instruction can be improved by starting new schools in other centres. I have discussed the question of compulsory education in the concluding chapter of this report. I do not think that any injury to the cause of education will result if the following schools are closed down:—

1. Aided Girls' School, Aynur
2. V. P. School, Kurumaia
3. Aided School, Paravur
4. Aided School, Perumthuruthy
5. St. Thomas' School, Pulayannur
6. Aided School, Venur
7. Aided School, Thonoerkara
8. V. B. School, Padinjattumuri
9. D. V. School, Kondazhi
10. Church of God M. G. S., Kunnamkulam
11. Night School, Cheruthuruthy
12. L. F. Convent L. S. School, Chelakkara
13. P. N. S., Padinjattumuri
14. Sambavars' Night School, Kunnathara
15. P. N. School, Kizhur

35. The two C. M. S. Schools in Kunnamkulam may be amalgamated.

36. The Union Vernacular School, Kunnamkulam and the Labour School, Perumpilavu* which are both unrecognised at present may be given recognition. A lower primary school may be opened at Karipali and a new lower secondary school with only a preparatory class and the lower secondary forms may be opened at Akkikavu and another at Erumapetty. My inquiries go to show that it may not be impossible to get private agency to start these new schools, if aid is promised.

37. There has been a persistent demand for a Girls' High School in Vadakkancheri and every session of the Legislative Council witnessed a repetition of the same demand from the present member for Mulakunnathukavu (who was the member for Vadakkancheri in the previous Council) for raising the standard of the Lower Secondary Girls' School. The opening of the lower secondary Girls' School is held to contain an implicit promise, which appears to have been subsequently made in an explicit manner by my predecessor in office, that a separate High School for girls would be opened. In my opinion, there is no scope for a separate Girls' High School and no need for one. It is true that the present Boys' High School building has not sufficient accommodation for a mixed High School and the problem of providing additional accommodation rather than the duplication of educational facilities should be taken up without delay. My investigations go to show that, as a rule, parents in Cochin do not evince any serious aversion to co-education; and where co-education is possible to adopt without wounding sentiment there is no justification for the unnecessary duplication of expenditure.

CHITTUR TALUK.

38. The Superintendent of Census Operations makes the following remarks in the course of his observations on the statistics relating to literacy:— "Chittur in particular lying almost wholly detached from the literate West Coast, has a population of a highly mixed character in which backward and illiterate communities predominate, and even the very small proportion of Christians in this taluk is illiterate". The Census Report attributes the low level of literacy of Chittur to (1) the agricultural calling of the large majority of the people, (2) "the high percentage of such Hindu communities as are either quite backward in literacy or almost wholly illiterate", and (3) to the paucity of educational facilities. It is no doubt true that Chittur is educationally the most backward taluk in the State, and it is, therefore, not surprising that the general level of literacy is relatively low. It is also true that the high percentage of backward communities in Chittur is partly responsible for the low level of literacy. It is, however, doubtful if the educationally backward condition of Chittur can be ascribed to the want of educational facilities. Relative to population and the number of children of school age, the percentage of children under instruction in recognised schools is small. Out of a total of 15,741 children of school age (8,002 boys and 7,739 girls) 4,003 are under instruction or have received

* They have both been given recognition now.

education of the primary grade. The percentage for the taluk is, therefore, only 25·3 while those for other taluks are as follows:—

(1) Cochin-Kanayannur	59·7 per cent
(2) Mukundapuram	49·9 ..
(3) Trichur	58·2 ..
(4) Talappalli	44·1 ..
(5) Cranganur	42·3 ..

39. The growth of schools in the State has not been wholly in any definite relation to population or to the number of children of school age. Had it been so there might not have been any occasion for this survey. Like the supply of other services the provision of educational facilities has been largely determined in the past by the *articulate demand* for schools. In Chittur the demand has been feeble, as will be evident from the following:—

Serial No.	Nature of management	No. of Schools	Remarks
1	Sirkar	22	This total of 39 schools includes also the Veda Sastra Patasala, Thekkegramam and Sanskrit School, Nemmara.
2	Christian	2	
3	Caste Hindus	11	
4	Non-Caste Hindus	2	
5	Other Communities	2	
	Total	39	

Private agency which is very much in evidence in all the other taluks of the State is very much in the back ground in Chittur. The really effective demand—a demand which does not always signify a real need—usually comes from intending school managers, and where the burden of enterprise has rested wholly on Government the progress has been in relation to need ascertained and reported on by the Education Department. This has been the case with Chittur. Another reason for the relatively small number of schools in this taluk is the existence of *pyal* schools run on traditional lines. It has to be remembered that the eastern side of Chittur Taluk is contiguous with the Coimbatore District and the people are mostly Tamilians. The strength even of the existing schools is very low. The Malayalam Schools at Pudur (Ramavarmapuram) and at Vannamadai are cases in point. Unless a special scheme to suit the requirements of the people of this locality is brought into operation there is practically no chance of superseding these *pyal* schools and establishing schools imparting instruction on modern lines and in conformity with the provisions of the Code. I would recommend that an English School may be started at Ramavarmapuram (Pudur) and another at Vadakketharapatta, and Tamil incorporated as a compulsory part of the curriculum—the study of Malayalam being made optional. A Malayalam School should be opened at Perumatty and the Malayalam School at Pattancheri raised to the Lower Secondary grade. The two aided schools at Kairady and Adipuranda may be abolished and a Government Malayalam School established midway between the two.

40. The extreme poverty of the labouring classes and the *seasonal nature* of many of their agricultural occupations also tend to impede the progress of education. But, there is reason to hope that with the carrying out of the reforms I propose further down and the starting of a few more schools, conditions will improve though not as rapidly as one may wish.

III. BUILDINGS AND EQUIPMENT.

41. A recent circular (numbered 1419) issued by the Board of Education in England advises the local education authorities to exercise greater economy in the matter of expenditure on school buildings and suggests ways of doing this without sacrificing the health of school children or the efficiency of their education. One could wish that there were need for such advice to the education authorities and to the managers of aided schools in Cochin. We have on the whole spent far too little on the building and equipment of our schools, both secondary and primary. With a few exceptions our primary school buildings are altogether unsatisfactory in point of both lay-out and structure. Government

schools are, no doubt, better built in cases where Government have themselves built school houses; but, in many cases Government had only taken over a school building from the public or from some private individual or have only rented a building on certain conditions; and the majority of these school houses are utterly unfit for educational purposes. I am not judging harshly as will be evident to any one who has had opportunities of visiting a few of our Primary Schools of which I shall speak first.

42. Of the 133 Sirkar primary schools forty-four are still held in rented buildings which are almost without exception poorly constructed, cheap, ill-ventilated jerry buildings which are as a rule seldom repaired. In many cases Government have had to withhold the payment of rent as the owners of these buildings failed to keep the buildings in even tolerable repair. The Malayalam school buildings at Kodakara and Nandikara which, though inexpressibly miserable, are, however, typical of this class of primary school buildings. Thirty primary schools are held in buildings handed over to the Sirkar either by the local public or by individual managers. This class of school houses—though not much better than rented ones—is kept in tolerable repair by Government. Both these classes of school buildings, however, are unsuitable for the purpose of housing schools, and it must be the policy of Government in future to gradually replace them by better school houses. Almost without exception school buildings are greatly cramped, ill-lighted and ill-ventilated, damp and musty. Very few among them possess separate rooms for the several standards. Generally a number of classes are held in a single long room which comprises the whole school house. In some cases the different classes are screened off from one another by bamboo mat thatties. Though better than nothing these screens fall far short of requirements as they only screen the sight and not the hearing of children. In point of structure these school buildings range between what in P.W.D. terminology are known as “semi-permanent sheds” on the one hand, and dark dingy cottage houses on the other; and the alternative, therefore, is generally between complete exposure to the rigours of the typical West Coast weather and the total denial of the advantages of light and fresh air. In recent years Government have no doubt been paying greater attention to the building of better school houses on a special “type design” which, however, has been found to be too expensive and which may, therefore, have to be abandoned—the cost per class room being well over Rs. 800.

43. Article 9 (1) of the Cochin Education Code empowers the Director of Public Instruction to demand a “Sanitary Certificate” from every intending school manager before recognition is given to a new school; but, it can be imagined with what measure of strictness or with what degree of propriety or grace a Government which had been unable to set its own school houses in order could have insisted upon such a demand. If Sirkar school buildings are bad, aided ones are worse—no doubt with a few exceptions. Of the 397 private elementary schools only ninety have school buildings valued even by the managers themselves at more than Rs. 3,000, and 108 are valued at less than Rs. 1,000. The problem of providing suitable school houses for our Primary Schools is one which deserves the urgent attention of the department; but it is unlikely that any authority, whether Government or private, will be able to cope efficiently with the difficulty until public opinion—official and non-official—moves in the direction of a considerable initial expenditure on elementary education and until Government have been freed from the heavy burden of expenditure on account of the Maharaja’s College extensions.

44. The case of secondary schools is not so bad as that of elementary schools, although even here we are not only very far from the ideal, but even far short of actual practical requirements. Except the lower secondary schools at Mattancheri and Cheruthuruthi and the High School at Ollur which are housed in rented buildings, all Sirkar secondary schools have their own buildings; and one happy feature is that the disparity between Sirkar and private school buildings is not so great in respect of secondary schools. The St. Albert’s High School, Ernakulam, the C. N. N. High School, Cherpu, and the C. M. S. High School, Trichur, possess school houses which must be admitted to be good.

Overcrowding is not so common an evil in secondary schools as in elementary ones, although it must be conceded that a few High Schools like the St. Peter's at Kumbalangi, the Sirkar High Schools at Vadakkancheri and Chittur, are admittedly cramped for space. The table in Appendix IV gives a fair idea of our High School buildings. The main defects of secondary school buildings are (1) want of laboratory accommodation, (2) want of reading rooms for students and common rooms for staff, (3) want of boarding house conveniences where there is imperative need for them as at Chittur. The paucity of boarding facilities at a moderate cost has been one of the causes of the persistent demand for more secondary schools. At Chittur the high school hostel comprises merely a kitchen and dining rooms, the school rooms being converted every evening into living rooms. Only a few schools require hostel accommodation and it ought to be possible to supply this deficiency in the course of a few years. The provision of a separate room for the staff and a reading room which the students may use also as a common room is an urgent necessity. The best plan is to take up a limited number of buildings every year and carry out the work completely instead of trying to do, as at present, a little for every school. It is, therefore, necessary to prepare a comprehensive and carefully conceived building programme and to budget every year a liberal sum of money for the provision of suitable houses for a definite number of primary and secondary schools so that Government can be certain that all their schools will be provided with suitable buildings within a definite and limited period.

45. The difficulties caused by the scarcity of accommodation are accentuated by the still greater scarcity of school furniture. This deficiency is most pronounced in our elementary schools. No primary school has a sufficiency of benches and only very few have any desks at all. The use of slates in place of exercise books may, to a certain extent, obviate this difficulty; but, as copy writing forms a very important part of the curriculum of primary education the almost universal absence of desks cannot be condoned. Children are obliged to kneel down during copy writing and make use of benches in place of desks. It is, therefore, necessary to supply a sufficient number of desks to all primary schools within a reasonable period of time.

46. It is strange that none of our primary schools possesses a school library for the use of either teachers or pupils. There has been a loud complaint in recent times—a cry which has found loud echoes even within the legislature—that children in primary schools are forced to buy too many books and articles of stationery. However heartily one may sympathise with the hardships of the poor parents, it is not desirable to sacrifice the interest of education altogether. Books play a very important part even in the field of elementary education, and it is difficult and beset with serious perils to attempt to reach the “irreducible minimum” in the supply of books. To compensate at any rate for the deficiency of individual supply it is highly necessary—even apart from other reasons—that every primary school should be equipped with a library on a modest scale.

47. Again it is very desirable that the habit of home reading should be early inculcated and actively encouraged, and for this a school library on a lending basis is an absolute necessity. I have looked into the question of “cost” very closely and I am satisfied that the expenditure involved in this proposal is negligible. Government are spending on an average about Rs. 100 every year on the repair and maintenance of primary school buildings and they cannot reasonably grudge the modest sum of Rs. 25 for the supply of library books every year. It is not merely the pupils but also the teachers of our rural schools who keenly feel the absence of any provision in this direction. Without the means of travel and any of the 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, our elementary school teachers gradually deteriorate into mere machines for the pumping of stray bits of miscellaneous information into their pupils in accordance with the curricula. It is, therefore, not inopportune that I should, even in times of financial stringency like the present, bring to the notice of Government the imperative and urgent necessity for supplying a deficiency so keenly and so universally felt by both the staff and the pupils of our elementary schools.

48. Most of what I have said about primary schools in the matter of equipment applies also to our secondary ones, with this difference that in regard to secondary schools it may be possible to do a great deal without fresh supply if the existing articles of furniture are properly repaired. A few schools, no doubt, require more benches and desks. The High School, Chittur, for instance, is sadly deficient both in the quantity and the quality of furniture. No great capital outlay is needed to improve this state of affairs and with an imperceptible increase in the annual estimates our secondary schools can be properly equipped with a sufficient and suitable supply of school furniture. The aided schools, generally speaking, need greater attention in this respect than Sirkar ones.

49. Libraries of some sort exist in all secondary schools; but, the budget provision under this head is usually insufficient even for the supply of class books and maps.

50. Our school laboratories, perhaps need less attention than libraries at present; but, I would draw the special attention of private schools to the need for more generous equipment. There are exceptions which, however, only tend to augment the contrast; for example, the C. N. N. High School, Cherpu possesses a very good library and an equally good laboratory while the Vivekodayam High School, Trichur, is sadly deficient in its laboratory equipment. With the recent changes in the curricula of the Secondary School Leaving Certificate Examination and in view of the increasing attention which has to be paid to the teaching of Elementary Science, the want of proper laboratory supplies is sure to hamper seriously the efficiency of instruction; and, if funds can be found, Government should revive the old grants under "Equipment" particularly in aid of the purchase of laboratory requisites.

51. I would close this section of the report with a brief reference to a long-standing grievance of both teachers and pupils. I refer to the serious deficiency in the matter of play-grounds. Sirkar Schools are not more fortunate in this respect than private schools. The only High Schools which may be said to possess play-grounds of their own or playing field facilities are (1) High School, Irinjakkuda, (2) High School, Chittur, (3) High School, Mulanthuruthi, (4) D. V. High School, Velur, (5) High School, Chalakkudi, (6) High School, Cranganur, (7) High School, Trippunithura and (8) Paliam High School, Chennamangalam. The Sirkar High School, Ernakulam, has so far had to share one playing field with the College and even other institutions; but, when the College is provided with its own play-grounds next year this difficulty will, of course, vanish. The four high schools at Trichur have to make the best use of a single play-ground—the "Palace ground"—which is strictly a palace preserve but placed at the disposal of the schools by Government. A few of the other High Schools like the Kunnankulam High School have been making use of stray bits of "Poramboke" land or village common as playing fields, often in the teeth of intense opposition from the local public. The majority of High Schools have no play-ground facilities whatsoever and consequently in them athletic activities and team games have been practically unknown. Increasing attention is being devoted to the physical well-being of school children all the world over, and the importance of games in building up 'character' has been conceded centuries ago. It is deplorable that a progressive State like Cochin should have so long ignored the importance of making satisfactory provision in this respect. I recommend that Government should in the case of Sirkar Schools acquire play-ground sites within a reasonable time, and in the case of aided schools place any adjoining "Poramboke" lands at their disposal. In regard to the future recognition of secondary schools it should be made one of the conditions of such recognition that suitable play-ground space should be provided. The Physical Training Director attached to the Government Training Institution should be asked to visit all secondary schools periodically and render them any assistance or advice which they may stand in need of.

52. With regard to primary schools the problem of providing play-grounds does not, in my opinion, arise at all. The little children who in many cases have to walk more than four miles a day need more rest than exercise at present. With the increased attention that is being now paid to the maintenance of school gardens it ought to be possible to afford sufficient facilities for

recreation for the children attending elementary schools. The provision of regular playing fields is not likely to lead to any appreciable results as even then it will be impossible to place within the reach of these children all the facilities required for 'team games'. Expenditure on this score cannot, therefore, be justified even from a purely educational point of view.

IV. STAFF.

53. I have dwelt at some length on the nature and quality of the physical environment of the children attending our schools and emphasised the necessity for an all-round improvement in our school buildings, in their furniture and other equipments, on the provision of school libraries and play-ground space. Urgent as is the need for reform on all these heads, it shades into the background when we come to a consideration of the qualifications and status of our teachers. The influence of the teacher is the most potent factor in the education of a child; and to neglect this element is to neglect the most powerful factor in the educational system.

54. At the time of collecting statistics there were 3,798 teachers* employed in Sirkar and aided schools. Of these 420 are graduates, 1,502 under-graduates and 1,876 "unpassed" men—to borrow a very uncouth official epithet. Of these, 2,175 are certificated teachers, the rest hold only departmental licenses or permits, but had not undergone training. Out of the total of 3,798 teachers 2,448 were employed in Sirkar schools and 1,350 in aided schools. As will be evident from a perusal of the following table the large proportion of certificated teachers is found in Sirkar schools the majority of teachers in aided schools being untrained men.

No.	Qualifications	Trained hands			Untrained hands		
		Sirkar	Aided	Total	Sirkar	Aided	Total
1	Graduates	148	42	190	116	114	230
2	Under-graduates	65	31	96	19	40	59
3	School Finals	414	283	697	47	603	650
4	Unpassed hands	504	688	1192	37	647	684
	Total	1,131	1,044	2,175	219	1,404	1,623

It must, however, be confessed that this deficiency of trained teachers in aided schools is not due to the unwillingness of managers to get their men trained, but, due mainly to the want of accommodation and the lack of other facilities in the Government Training Institution and the preference which has all along been shown by the department towards Sirkar schools. This needs special notice and the department ought to see that in future aided schools are treated on an equal footing with Government schools in the matter of deputing teachers for training. It ought to be the policy of the department to see that at least one certificated teacher besides the Headmaster is maintained on the staff of every aided primary school. At the same time the department should see that it does not approve of the appointment of "unpassed" men on the staff of aided schools which—judged from the statistics available—show a preference for them, probably because they do not ordinarily grumble about wages. Out of a total of 1,876 "unpassed" teachers 1,335 are found in aided schools. This is very unsatisfactory. The large majority of "unpassed" men in Sirkar service were recruited at a time when graduate and under-graduate teachers were not available to fill all the posts. Recently I have issued a general circular to all the schools that "unpassed" men should not be appointed on any account, exceptions being made only in the case of candidates from communities which are educationally very backward.

55. Taking the whole body of teachers employed in our schools, Sirkar and aided, 2,075 are certificated and 1,623 uncertificated. Exemption from

*Please see Appendix V.

training is now allowed by the department to teachers who have more than 15 years' continuous teaching experience or have completed 43 years of age. This, I must submit, is a concession which should be discontinued; but, that would mean that the department will have to make provision for the training of 1,623 teachers of whom 1,393, being under-graduates, will have to be trained in the Government Training Institution at Trichur. This will take about a dozen years at the very least; and, if uncertificated men are to be recruited to the service in the meantime, the problem will be nearly insoluble. I would, therefore, urge that in future the department should insist upon a teacher's certificate before employing any one as a teacher. There is nothing revolutionary in this suggestion. No person is allowed to practise as a lawyer unless he has been trained to that calling and called to the bar. Medical practitioners have to undergo a long period of special studies before they can set up as doctors. Why should teachers alone be allowed to trifle with their profession? I can find no excuse for encouraging amateurs in this line where the happiness and prosperity of thousands of our children are concerned. The employment of certificated teachers will also reduce the present educational expenditure. It would in addition assure from the very start that a child is entrusted to a man or woman who knows his or her job; and it must appreciably raise the standard of instruction in our schools.

56. The average number of children under instruction at the time of collecting statistics was 1,41,756, making the ratio of teachers to scholars rather more than 40 to 1. This figure is deceptive in that the strength of the secondary forms is usually far below forty and many secondary schools are allowed one or two "supernumerary" teachers. The ratio as regards the teachers and pupils of our primary schools will, therefore, be well over 45 to 1. At present many classes have a strength of 50 pupils and quite a number of them are working on the "half-time" system*—a device to which the department has been driven in its desperate efforts at educational expansion. The "half-time" system works more often in theory than in practice as teachers find it difficult to work in two shifts and pupils to come to school in the middle of the day. It will cost Government about Rs. 37,840 to abolish this system and appoint teachers in all the classes; but, I submit that this is a fit case where 'cost' ought to be ignored in the interests of efficiency.

57. Closely allied to this vicious 'half-time' system and proceeding from the same cause of paucity of funds is the practice of 'grouping' schools for the teaching of technical subjects like needle-work, music and drawing.** In this case, however, it is the teacher who suffers more than the taught. I would suggest that in future primary schools alone should be 'grouped' and in no case should more than two schools or schools situated at a distance of more than three miles be 'grouped'. Under the grouping system, as will be obvious to any one, teachers are overworked while pupils are under-taught. In all cases of 'grouping' the specialists who are thus obliged to work in more than one school should be given a special allowance for their additional work.

58. This brings me to the general question of wages. From the time of Socrates downwards poverty has been the badge of the teachers' profession; but in Cochin—and I should say also in Travancore—we have sunk well below the "subsistence" level. This is not the occasion for a detailed consideration of the question of pay. If Government feel that they are in a position to grapple with the question earnestly I shall submit separately a detailed scheme for the revision of the pay of teachers employed under them. For the present I would content myself with a few general observations.

(a) In the first place, the pay of teachers employed in the primary and lower secondary departments should be immediately raised. It will be news to the outsider not conversant with the working of the department to be told that there are many primary school teachers who are drawing a salary of Rs. 17 after a dozen years of service. The substitution of a time scale for the present system of water-tight 'grades' under which one has to wait for the dead

* There are 213 divisions of classes working on this system.

** At present there are 736 specialists who are working in this system and they serve 500 schools.

man's shoes will go a great way in allaying the hardships and discontent of teachers.

(b) Another reform that is needed is the creation of a certain number of "selection grade" posts for the benefit of those teachers who have no chance of rising to Headmasterships or of being taken into the executive branch of the educational service and for Headmasters who have no hope of rising to anything higher.

(c) The incremental period of High School Headmasters should be reduced to five years as otherwise few Headmasters stand a chance of reaching the maximum of this grade. Again a charge allowance should be given to the heads of lower secondary schools. At present the heads of primary schools alone are given an allowance and it is often difficult to find any one willing to take up the Headmastership of a lower secondary school.

(d) The scale of pay of "specialists" seems to bear at present no relation to the quality of work they are called upon to do. For instance, it is obviously ridiculous to give the same salary to a music mistress and a sewing mistress; the one teaches a fine art and the other a common handicraft.

59. Having been a teacher myself and having had ample opportunities of coming into close contact with the life of the average rural teacher elsewhere and in Cochin, I feel I shall be failing in my duty if I do not bring to the notice of Government the many hardships which the teachers as a body and particularly the primary school teachers have to undergo in the course of their working lives. Few of them are above want or free from debts and all the cares that go with chronic indebtedness. That these teachers manage to go about their work without frequent breakdowns is a marvel of human endurance. "Separated by class distinctions from those who might give mental companionship, by financial inequality from those who might be termed his 'social equals', and by intellectual capacity from the manual workers, the rural teacher in an extreme case—may be as lonely as any missionary in the heart of Africa." If this is the lot of teachers in England with their liberal scale of pay under the Burnham award, Government can realise how the majority of our teachers must be feeling about their lot and what can be the quality of the work they can be expected to turn out.

V.—CURRICULA OF STUDIES.

60. This is a matter in which the discretion of the department is largely controlled by the needs of matriculation. The course of studies prescribed for the S. S. L. C. Examination has to be approved of by the University; and although as a distinct and autonomous Government, the Cochin Darbar has some measure of freedom in shaping the details of upper secondary curricula, its choice is restricted by the rules governing the matriculation of pupils into the University. Some changes were introduced recently in consultation with the University authorities; but, these changes have tended rather to kill variety and all chances of differentiation of studies. Further reform is, therefore, needed and it will be undertaken after the present batch of students have completed the secondary school course.

61. In respect of the curricula of elementary education we are not in principle restricted by our relations to external academic bodies or by the requirements of secondary schools; but in actual fact our elementary schools have been treated largely as 'feeder' schools to secondary ones with the result that the main aims of elementary education have been ignored or neglected. A committee specially appointed for the purpose is studying this question of vernacular education and a Superintendent of Vernacular Education is also making an independent and intensive study of the whole problem. It will, therefore, be inopportune if I venture any remarks on the reform of primary education; and the expression of my views on this question I must reserve for a later occasion. I would here make only one general remark about a principle which will have to be accepted by any scheme or system of elementary education.

62. I fear we have been largely victimised by our own vocabulary in defining the aim and scope of elementary education. 'Primary' education has been treated in the main as a *preparation* for 'secondary' education. The designation

of the two main grades of school education by relative terms like 'primary' and 'secondary' has tended to obscure the aims and methods of both. It is true that individual children in plenty leave elementary schools and proceed to secondary ones; but, this fact should not be interpreted to mean that the purpose of elementary schools is to prepare pupils for secondary education. If that were the aim of elementary education there is no need and no justification for either compelling it or making it 'free'. It must, therefore, be clearly borne in mind in framing the courses of elementary school studies that the elementary school is intended to give an education *complete in itself* and as a preparation only for the duties of citizenship. I would also urge, on this very principle, that greater attention than at present should be paid to the teaching of music, drawing and needle-work in elementary schools. The provision at present is very poor as there are many schools which even under the 'grouping' system fail to receive any instruction in these subjects.

63. Before concluding this section I would just raise one question which deserves the special consideration of the Committee, namely increasing the duration of elementary education from four to at least five years. Although, in my opinion, the period of four years if properly utilised is too long to cover the present syllabus, it is too short for the completion of a satisfactory and sufficiently comprehensive scheme of elementary education.

VI.—SYSTEM OF GRANTS-IN-AID.

64. "We are afraid," says the Managers' Association in a memorial to the Diwan, "that, in recent years, the tendency is growing in the department to go back on the progressivism of the past. Many of the valuable aids..... have been, we are sorry to say, withdrawn one after another through the back-door of departmental action in the last few years,—without any open avowal of considered change of the policy embodied in the Code."

65. The passage cited above raises issues which deserve very serious consideration. The main points to be considered are (1) how far the "reactionary tendency" complained of by the managers is the result of any deliberate "departmental action" taking the "back-door" of escape; (2) whether, on the other hand, it is not more just and accurate to treat this 'reaction' as the natural and inevitable result of a policy which was destined, from the very outset, towards this consummation; (3) how far it is possible now to continue the policy of liberal aid which has among other things lauded Government in a position which is financially very unsatisfactory.

66. The existing system of grants-in-aid of education was introduced into the State in the year 1086 M. E. with a view to supplement the activities of the State by private effort. At the time of its introduction the number of schools stood at 318. The attractive terms thus offered to philanthropic men led to a rapid extension of education and the number of schools steadily increased. The time soon came for a modification of the system and the rates of grants; for every year saw the opening of a large number of fresh schools and the charge on account of education became a heavily increasing burden. The policy laid down by Sir Albion Banerji was not reckless expenditure on extending schools but liberal provision for affording suitable facilities and assistance to *schools which were really essential*. This was, however, lost sight of and the old grant-in-aid rules were administered without alteration and with very little insistence on the safeguards provided by the Code against fraud. Very soon it was discovered that the several kinds of grant provided in the Code for the efficient equipment and working of schools had to be discontinued in order to enable the numerous little schools which were rapidly springing up to live a hand-to-mouth existence. Building grants, equipment grants, library grants, laboratory grants, have all been in abeyance for a considerable time and the department now finds it difficult to disburse even the monthly doles of half salary and ordinary grants. My complaint is *not* that these grants (half salary and ordinary) are inadequate for the purposes for which they are *car-marked* by the department, but, that this dole which is far too attractive is paid at the sacrifice of the efficiency of secondary education which requires laboratories, libraries, and other equipments. Thus the grants which are excessive in one sense tend to starve other modes of benefaction which efficiency requires. The result as regards the quality of education has been deplorable. To the casual observer the whole system is a splendid success; because about 20 per cent of the revenues of the State are spent on education and in less than 800 square miles of inhabited area there are nearly as many schools. But on closer observation the delusion disappears. Of this colossal

number, not many schools possess a well-built, well-ventilated building, and fewer still can boast of necessary equipment. The teachers are low paid and are not always paid regularly or in full. Medical inspection reveals the cost of such inefficient educational expansion in the shape of defective vision—due to prolonged work in ill-lighted rooms, throat troubles and lung complaints—the legacy of the distressing lack of fresh air in schools,—curvature of the spine brought about by squatting on the floor or by writing without desks. Play-grounds are conspicuous by their absence and it is with bitterness that one gazes at the tiny bits of land on which schools are situated and fenced in when acres of waste land surround their sites. The time has definitely come for Government to decide whether they would continue to spread a low level of literacy which is all that such schools can achieve at this tremendous sacrifice of money and human well-being, or, whether they would be content to see a smaller number of schools,—well-built and properly equipped, and staffed by decently paid and better qualified teachers. To my mind the answer is obvious.

67. The Managers' Association quotes with evident approval and enthusiasm Mr. Rajagopalachari's observation that there can be "*a better out-turn over* if departmental operations are reduced and the funds thus set free are utilised for subsidising aided schools". Mr. (now Sir) Albion Banerji is referred to as approving of the same policy of liberally aiding private agency "having regard to the disproportionately high rate at which Government are paying for the education of each pupil in the Sirkar Primary Schools".

68. What I wish to submit, is, that the main justification for handing over "Primary Education" to non-governmental agency is the "disproportionately high" cost of governmental agency, and not any intrinsic or esoteric virtue possessed by public elementary education when imparted by private individuals. The State at times has more pressing needs to attend to than education as in the critical period of Mr. Rajagopalachari's administration, and the "only correct policy at this juncture" (as Mr. Banerji puts it) is to invoke private effort by attractive terms. In the course of a lengthy Proceedings R. O. C. No. 1447 of 88, dated 23rd February 1914, Mr. Banerji himself makes his position clear and admits that the public at any rate preferred Sirkar schools to aided ones. He says "the tendency, of late, has no doubt been to ask for Sirkar schools everywhere and a strong desire for Sirkar management. 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*". My submission, therefore, is that Government have all along looked upon private agency not as the ideal thing from an educational point of view, but, merely as the only feasible arrangement. The approximate average cost to Government for the maintenance of a Sirkar primary school is Rs. 2,008, while the approximate average expenditure per aided primary school in respect of grants is Rs. 750. And, when the expenditure on grants-in-aid also began to mount up rapidly year by year*, particularly in respect of primary schools, the only course open to Government was to restrict "special grants" which are mainly intended for secondary schools and continue the grants-in-aid of the recurring items of expenditure. This is not the "back-door" but the straight path which any honest administration could have taken. And now it is found difficult to continue even the teaching and ordinary grants at the old rates. To borrow a term from the sphere of economics the greater "output" or "turnover" being still the main principle, we have to devise means for spreading our

* The following table exhibiting the progress of expenditure on grant-in-aid during the last ten years will be instructive :—

Year	Grant-in-aid expenditure (Primary)
1097	2,04,428
1098	2,25,252
1099	2,55,025
1100	2,87,895
1101	2,94,237
1102	3,26,500
1103	3,47,678
1104	3,63,627
1105	3,93,665
1106	4,10,755

funds to cover a larger extent of educational effort and so reduce the rates of our grants-in-aid. This, I presume, was the policy adumbrated by the late Sir P. Rajagoplachari when he was the Diwan of Cochin. How this is to be done in the altered circumstances of the present day is what we have now to consider. We must and will continue to be liberal in comparison with our neighbours—Madras and Travancore—but not extravagant in relation to our own resources and taxable capacity.

69. The most obvious feature of the grant-in-aid system as it exists in the State is that it makes no discrimination between primary and secondary schools in respect of the principle on which aid is given. Both types of schools are allowed salary grants and 'ordinary' grants which are really supplementary to salary grants. In Madras and in Travancore primary schools are treated in quite a different way from that in which secondary schools are treated in the matter of aid. In both of them the rates of grant to primary schools have no relation to the salaries paid to teachers or to the total cost of maintenance of school; whereas in Cochin salary grants are paid to primary schools and are based on the standard rate of pay given to Sirkar school teachers. The net result of this "elastic" system of grant is that we pay in the shape of aid twice as much as the Travancore Government and about three times as much as the Madras Government as will be evident from the following table:—

S. No.	Grade	Cochin	Travancore	Madras*	Remarks
1	Trained teacher	P1, Rs. 22—9—0 per mensem P2, Rs. 19—0—0 do P3, Rs. 16—2—5 do	Rs. 10—8—0 per mensem	Rs. 42—0—0 per year of the lower elementary grade and Rs. 48—0—0 per year of the higher elementary grade	
2	Untrained teacher	P1, Rs. 19—9—6 do P2, Rs. 16—8—0 do P3, Rs. 14—0—5 do	Rs. 8—8—0 do	Rs. 36—0—0 per year	

It will be obvious that the Cochin Government is paying very nearly the whole cost of *running* a primary school. While in Travancore and in Madras, State aid is considered to be merely *supplementary* to private enterprise, and the major portion of the cost of maintenance is considered to be met by the managers themselves, in Cochin the position is almost reversed. State aid constitutes the main source of income of our grant-in-aid primary schools.

70. A very salutary feature of the Madras grant-in-aid primary schools is practically absent in Cochin. In Madras most of the aided elementary schools have Headmasters as their managers whereas in Cochin the majority of schools are managed by private individuals who have very little identity of interests with the staff and whose connection with education is confined to the ownership of a school.

71. As the very liberal rates of grant paid by the Cochin Government led to the rapid increase in the number of grant-aided primary schools, the department was unconsciously drawn into the vortex of a series of never-ending differences and disputes with the managers. This was inevitable from the very outset. Having been committed to pay practically the whole maintenance cost of these aided elementary schools, Government have naturally taken upon themselves the duty of vigilantly watching the ways in which the grants were being utilised, and have at times been forced to enter into protracted controversies with school managers. Although the application of the Cochin Service Regulations has not been formally extended to service in aided schools, the Education Department has been applying to it in practice most of the rules and regulations which govern public service. *The net result has been extravagant expenditure coupled with vexatious regulation.* The Managers' Association has been protesting against

* *Note.*—There is also an allowance of annas 8 per year for each pupil in average daily attendance. This may increase up to Re. 1 per year in the case of backward pupils and girls.

one half of this arrangement, *viz.*, detailed interference with the internal affairs of aided schools, while Government have been forced to continue to intervene on the ground that the whole system of grant together with its pre-suppositions and consequences must be either accepted or rejected *en toto*.

72. The position is somewhat different as regards secondary schools and English primary schools which levy fees, although even here Government bear practically the whole net cost of running these schools. Travancore pays half the net deficit while we pay nearly the whole of it; but, as the managers of secondary schools have larger resources at their command, occasions for departmental intervention have been far less frequent. Even in regard to secondary schools I would recommend the simplification of the system of grants-in-aid so that the need for departmental oversight and intervention may be reduced to the minimum.

73. After giving the matter continued and thoughtful consideration I am driven to the conclusion that there is no justification, either educational or financial, for continuing the high rates of aid we have been allowing so far. It appears to me that the only tenable position is to treat grants-in-aid as merely *supplementing* private philanthropy and local educational effort. I would submit that far from being illiberal this is the correct policy. While it is perfectly true that primary education is a national concern it is equally true that the proper sphere of Government is to encourage *local* effort and evoke *local* enthusiasm and not merely private individual enterprise. Experience has proved that extravagant rates of grant only tend to ruin elementary education by encouraging what are known as "Venture School". I would, therefore, recommend that the following rates of grants-in-aid be substituted for the existing ones:—

74. *Rates of grant to Primary Schools.*—Government will pay Rs. 10 in respect of teachers who have less than 15 years of continuous service and Rs. 15 on behalf of teachers who have more than 15 years of service provided they are trained and Rs. 12—8—0 if they are untrained. A supervision allowance of Rs. 3 will continue to be paid to Headmasters of fully developed primary schools. Sewing and music mistresses will be allowed a grant of Rs. 10—12 and an additional allowance of Rs. 5 if they are obliged to work in more than one school. (In regard to Koran teaching please see section relating to Muslim Education). Grants will continue to be paid every month and the acquittance of the previous month will have to be presented with the grant bills of every month. The Education Codes of some Governments allow special rates for backward tracts; I would recommend that in regard to the education of people in backward areas Government should run their own schools instead of allowing special rates of aid to private agencies.

75. *Secondary Schools.*—In regard to the aiding of secondary schools, I recommend that Government should undertake to meet half the net deficit in respect of boys' schools and three-fourths of the net deficit in respect of girls' schools and 'mixed' schools; the rates of salary admitted being not in excess of those allowed in Sirkar schools. It shall be made a condition antecedent to the grant of aid that *no school shall be entitled to aid unless it has an income from endowments, subscriptions, etc., of a permanent nature equal to one-fourth of the anticipated expenditure of the school** provided that this rule shall apply to schools already in existence only after the expiry of three years from the date of the proposed revision of the Code. If this is done, it will be possible to restore the special grants which used to be given in the early days of the grant-in-aid system. Provision should be made in future for auditing the accounts of all secondary schools and the managers shall be liable to refund to Government any sums which they may have drawn without proper authority or justification. The department should content itself in future with seeing that the general provisions of the Education Code are faithfully adhered to, with the granting of recognition and aid and with the approval of staff lists. Government should not on any ground be drawn into the disputes between the managers and teachers of grant-aided institutions. Nor should they interfere with the purely internal affairs of any private school in receipt of aid. The question whether the department should interfere in the matter of appointment and promotion of teachers in aided schools may be raised and answered in this connection. It is a hotly debated question and any suggestion that I may here offer is only likely to raise

* This is intended to apply also to primary schools.

further protests. But the principle involved seems to be fairly clear and simple. Government do not ordinarily interfere with the conditions of private service except in so far as the law of contract has to be enforced. Where there is no question of contract the State preserves strict neutrality. Why, then, should this policy of non-intervention be departed from in the case of *teachers* in private service?

76. Various grounds for intervention can be advanced and on some of these a certain measure of State interference may be found indispensable. It may, for instance, be argued that this is not an ordinary instance of *purely private* service, but it is service substantially financed from *public funds*. Government have the responsibility to see that the "grants" are expended as allotted, spent on purposes approved of by Government, and spent in full or, refunded to Government. Government may and must insist for this reason on proper acquittance being produced in respect of every item of aid.

77. Again, 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. This, it may be argued, is impossible without the enforcement of certain conditions relating not merely to the qualifications of teachers but also to their wages. Periodical inspection and public examinations are but some of the means of maintaining this minimum efficiency; a contended staff is equally necessary to this end. While I accept the general principle involved in such a position I am of opinion that the question of "wages" and other conditions of service had better be tackled by some other agency than Government. The paternal protection which Government have till now been according to teachers in private service has only tended to lower the morale and ruin the self reliance of these teachers themselves. In future the teachers may organise themselves into a suitable federation with facilities for corporate action in regard to all matters which are their common concern and which affect their material well-being. Government may after due consideration give such an association such assistance as they consider necessary in the interest of education. (For fuller details please see the amendments proposed to this section of the Cochin Education Code). Regulation beyond this or in excess of the actual requirements of efficiency can only be vexatious to both Government and school managers.

VII. THE OWNERSHIP AND MANAGEMENT OF SCHOOLS.

78. "The tendency, of late, has no doubt been to ask for Sirkar schools everywhere and a strong desire for Sirkar management." So wrote Mr. Banerji in the course of a lengthy Proceedings in February 1914. The demand from the public has only increased in volume and intensity during the eighteen years that have elapsed. The desire for Sirkar management, particularly of elementary schools, has become almost universal with the exception, of course, of a certain section of school managers. A memorandum of the Managers' Association to the Special Finance Committee and a memorial submitted in 1106 to the Diwan by the same body plead for the handing over of all Sirkar schools to private management. A very influential section of the Cochin Legislative Council, on the other hand, has been repeatedly demanding that Government should take over the management of all primary schools from the hands of private agency. Some school managers also have approached the department with requests that Government might take over their schools, and it

* The following is a list of some of the schools that have made such requests:—

High Schools.

- (1) Mangayil High School, Maradu. (2) St. Peter's High School, Kumbalanghi.
(3) R. V. Union High School, Cherai. (4) C. N. N. High School, Cherppu.

Secondary Schools.

- (1) Co-operative L. S. School, Kadungamangalam. (2) V. L. S. School, Panangad;
(3) A. V. L. S. School, Nadavaramba.

Primary Schools.

- (1) M. S., Parappacode. (2) S. V. M. S., Keechery. (3) V. P. Y. School, Illical.
(4) S. P. S. Fulaya School, Kumbalam. (5) S. K. V. Y. School, Mularukad. (6) D. V. School, Vadama. (7) V. V. School, Edakolam. (8) N. P. School, Madakkathra. (9) Aided School, Pullu. (10) K. V. School, Parikad. (11) S. V. S. School, Enkakad. (12) A. C. School, Machad. (13) S. T. M. School, Puthiyedam. (14) K. M. P. School, Vanneethy.

Sanskrit Schools.

1. K. V. Sanskrit School, Vellarapilli.

is significant that in many such cases the managers have expressed their willingness to surrender the school buildings and equipments free of all cost. The teachers themselves are, as a body, strongly in favour of the transfer of management of all schools to Government.

79. The ownership and management of schools, particularly of primary schools is, therefore, a question which is agitating the public mind at the present moment; and whatever be the view which Government hold, a final decision and a formal declaration of policy seem to be urgently called for. Mere statistics may perhaps be considered irrelevant in the settlement of a question like this; but, it is worthy of note that with the exception of an influential section of school managers public opinion is overwhelmingly in favour of the assumption of management by Government of all elementary schools. In other words the request for replacing governmental agency by private ones comes only from the managers and has its own moral. As far as Government are concerned, the position is perfectly clear. In the words of Mr. Banerji himself whom, by the way, the Managers' Association extols as the patron of the present grant-in-aid system in Cochin, "*so long as there is a demand for Sirkar schools, it has to be met as far as possible*", the main hindrance to the complete extension of Government ownership and management being solely "the disproportionately high rate at which the Government are paying for the education of each pupil in Sirkar primary 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. It is worth mentioning in this connection that he was himself not in favour of free elementary education because he rightly apprehended that Government would be committed to an enormous expenditure even if private agencies were to be financed in a liberal manner. There is no shadow of doubt, at any rate, that the whole question revolved then as it does now on considerations of cost. The Managers' Association, however, tries to reinforce the argument based upon cheapness by another. It says that private grant-aided schools enjoy the additional advantages which accrue from personal supervision.

80. A comparison of the cost of Sirkar and aided schools leaves no room for doubt that private institutions cost the tax-payer considerably less than Government ones. It must, however, be borne in mind that this "cheapness" is bought without no sacrifice; in fact it is secured, at the loss of many of the conditions which make for efficiency. In my opinion even Government do not spend enough at present to secure the maximum efficiency of instruction. This is particularly true in the case of elementary schools. Governmental agency is, therefore, in no way wasteful. As I have already remarked, to the tax-payer in the abstract aided educational agency is cheaper; but, from the stand-point of the parent and of the child it often ends in a serious loss.

81. As for the influence of personal interest and the benefits derived from personal supervision by the managers, I have it on the authority of the teachers in private schools supported by my own experience and that of my Inspecting Officers that, at least in some instances, managers have very little living contact with their schools. It is no doubt true in theory that a school which is owned by an individual should be more efficiently managed than one under State control and staffed by 'civil servants'. But, as a matter of fact, in quite a number of cases the managers evince very little interest in the prosperity and progress of these institutions. Indeed, in a few cases they had almost forgotten the existence of these schools until the "even tenor of their way" was upset by an unwelcome circular or memorandum from the department. The presence or absence of a manager has been shown in such cases at any rate to make no difference to the working of the schools. The case, no doubt, is somewhat different when the headmaster of a school is also himself its manager; but, such schools* are not many.

82. It may perhaps be well to consider in this connection one inveterate and deep seated objection which a not inconsiderable section of the public feels

* Out of a total of 397 aided primary schools only about 40 schools have Headmaster-Managers.

towards the private ownership particularly of elementary schools. It is not improbable that in many instances such an objection is rooted in blind prejudice; but, it is a point, which is sufficiently serious to merit the notice of Government as it makes a very big difference whether a particular kind of school has the confidence of the people or not. There is a complaint that many of the private schools are at bottom denominational. It is true that the Code definitely lays down that no religious instruction shall be given within school hours, and I am satisfied that in the majority of schools this rule is faithfully observed. But, the tendency is irresistible to the average mind in a province like that of religious sentiment to treat even a solitary instance of the violation of such a rule as crucial and as pointing towards an undetected but universal tendency towards evasion. Whatever be the special advantages resulting from religious instruction I think that it is utterly inexpedient for Government to countenance any denominational teaching in any of the schools in receipt of aid. I am not for a moment suggesting that such difficulties are either typical or universal; but, as I have already pointed out Government can appreciate the impression which such instances—however rare—produce on the public mind, particularly on the mind of the average parent and the general aversion which the public generally feels to private schools and the uniform preference shown to Sirkar management.

83. Just as the only consideration in favour of private educational agency is its comparative cheapness, the only circumstance which stands in the way of Government taking over the management of all the elementary schools is the large annual expenditure which such an arrangement will entail. I need not add that, at a time like the present, cost is a crucial question. But, it is significant that the public and the Legislative Council tend to brush aside the whole question of cost in this matter. It is, however, necessary to appraise oneself of the actual facts and the probable increase in expenditure before finally deciding one way or the other. The total cost to Government on account of private elementary schools is at present Rs. 4,26,678. It will cost them approximately another sum of Rs. 1,64,084 annually if the existing aided Vernacular primary schools are taken over to Sirkar management. This figure does not include the expenditure on stamps and stationery and other contingencies. In my opinion elementary education should be treated as one of the first charges on the national revenues; but, I do not, however, think it will be possible for Government to take over the aided primary schools immediately unless the teachers are prepared to accept a smaller scale of pay than what they are entitled to at present under the grant-in-aid rules. I would recommend that this question be taken up for consideration after the proposed School Boards have worked for some time and have had opportunities of studying the educational needs of the different districts and, if necessary, their ratable capacity. Arrangements may, however, be made in the meantime for the assumption of management by Government of the following schools whose continuance is absolutely necessary in the interests of education, but is threatened by the unstable nature of their present managements and for the similar treatment of deserving cases every year.

- 1 Co-operative Lower Secondary School, Kadungamangalam
- 2 Aided Vernacular Primary School, Parapacode
- 3 S. V. School, Keecheri
- 4 K. V. School, Parlikad
- 5 S. V. School, Eakakad
- 6 D. V. School, Thazhakad
- 7 V. P. School, Mayannur
- 8 N. P. School, Madakkathra
- 9 Aided School, Pullu
- 10 R. M. School, Edathirinji
- 11 Aided School, Varandrapilly
- 12 K. M. P. School, Vanmeethy

84. In spite of all that one hears about some school managers, and in spite of the inefficiency, corruption and wastage which are to some extent inseparable from the present system of grants-in-aid, we have to realise that these aided elementary schools have been advancing the cause of primary education by helping to disseminate the rudiments of knowledge among a large number of children who would otherwise have grown up in total ignorance and illiteracy. The time has, however, come to introduce a more efficient organisation and a

less wasteful system of State-aid. The State may eventually have to take over the whole burden of elementary education; but, to my mind, there is no justification for precipitating this consummation in times of grave financial stringency. A great deal may be gained, and practically nothing but a little time lost, if we wait for the constitution of the local education authorities which are obviously the most appropriate organs of Government to take up a service like elementary education.

85. In regard to the ownership of secondary schools, I am definitely in favour of the restriction of direct governmental agency. In recent years Government have shown an almost feverish activity in opening their own high schools—often in places where there was no real need for such schools. As fees are levied in secondary schools and as Government propose to continue with very few modifications the liberal rates of grants-in-aid of secondary education, it should not be difficult to find managers who may be willing to take over the management of some of the Sirkar high schools—in some cases even without aid. I would recommend that the following secondary schools may, if Government deem it expedient, be handed over to private management:—

- 1 High School, Narakkal
- 2 High School, Kandassankadavu
- 3 High School, Trichur (To the Trichur Municipality)
- 4 High School, Kunnamkulam

86. Government may for the present continue to maintain the other high schools. The following two high schools which are good schools in themselves, but possessing no stable management may be taken over to Government for the time being:—

- 1 Sir Rama Varma Union High School, Cherai
- 2 D. V. High School, Velur

It should be possible in course of time to hand over some more of the secondary boys' schools to private management. In respect of the secondary education of girls, I am of opinion that the State should continue to do as at present the more important and onerous portion of the work.

VIII. THE CONTROL OF EDUCATION.

87. According to the 'constitution', if one may be permitted the use of such a high-sounding political term in such a humble context, the control of education vests in the Director of Public Instruction as representing the authority of His Highness' Government. In some matters an appeal lies to the Diwan against the ruling of the Director. What such matters are and under what circumstances is an appeal valid are all matters which are extremely vague and which require further definition. In Travancore the powers of the Director of Public Instruction are clearly defined, (please see Proceedings of Her Highness the Maharani Regent's Government—Order R. Dis. No. 1011 of 31/Education, dated 10th August 1931, appended—Appendix VI). They are in many respects more comprehensive than those of the Director of Public Instruction in Cochin. It is very desirable that a similar definition of the powers* of the Director of Public Instruction should be made also in Cochin as that would facilitate the quick despatch of routine work which is now often made to wait pending orders from Government in even trifling matters. With the decentralisation which accompanied the recent revision on the recommendation of the Special Finance Committee, no new powers were delegated by the Diwan to the Head of the Department; but, some powers previously vested in the Director of Public Instruction were delegated to the Inspecting Officers. This delegation, however, was not based on any clear principle, and the result is that, while in some matters too much was given over to the Inspectors, in others too little was conceded. There is, therefore, need for a thorough review of the position and a fresh distribution of powers among the officers of the department. To my mind the main principle on which this devolution of powers should be effected is that the control of expenditure should, as far as possible, be vested in the Head of the Department many of the other routine powers, more or less of technical or purely educational character, being delegated to the Inspecting

* The powers specified in the above Government Order will suffice for all practical purposes in Cochin as well.

Officers in proportion to their status and the general gradation of functions. In this connection I would submit that there is urgent need for drawing up a clearly defined 'Inspection Code' so that the several officers may be appraised of their respective duties and the constant complaints which are now received from the subordinate officers may be avoided in future. An attempt is made in this direction and the results are embodied in Appendix VII.

A BOARD OF EDUCATION.

88. In reconstituting the Education Department Government may be pleased to consider the question of associating public opinion in a greater degree than at present by the creation of a central Board of Education to assist and advise the Director of Public Instruction, particularly, in regard to matters relating to elementary education. Proposals for the constitution of such a body were submitted by me and were generally approved by Government in their Proceedings D. 3. C. 943/1106 dated 27th May 1932.

89. The Board of Education will form the central consultative organ of the department. It will, in a large measure, help to consolidate and superintend the work of the local education authorities whose composition and mode of working are described further down in this report. The Board of Education will be composed of three kinds of members, (1) elected, (2) nominated and (3) ex-officio. The first class of members will be elected by the School Boards in the different taluks of the State and of the Principality of Cranganur and by the municipalities jointly. That is to say the taluks of Cochin-Kanayannur, Mukundapuram, Trichur, Talappalli and Chittur and the Principality of Cranganur, will each return a member, and the municipal towns will also jointly return one member, the voting being confined to members of the School Boards and the Education Committees of Municipal Councils. To ensure right choice and to safeguard the satisfactory working of the Board in the early years of its existence, Government may *select* representatives from the several taluks and the urban areas. The members to be *nominated*—as distinct from those to be elected—will be from the minority communities whose interests in the matter of education require special protection. I would not venture to fix the number of such members, but, would suggest tentatively that the following interests deserve special consideration at the present time:—(1) Muslim education, (2) Nambudiri education, (3) Backward and Depressed Classes education, and (4) female education. The ex-officio members will comprise one Inspector and the Inspector of Schools and the Head of the Government Training Institution. With regard to the representation of other interests on the Board of Education it appears to me that there is no necessity to include them as the Board will be mainly concerned with problems of elementary education and as such there is very little justification or need for the inclusion of any trade or profession. Moreover, there is the question of the size of the Board to consider. Should experience, however, of the actual working of the Board suggest any reform on this head it may be considered later on. It seems desirable not to err on the side of excess, at any rate at the outset, in constituting popular bodies of this kind.

90. The Director of Public Instruction will be the President of the Board of Education. The Board may be allowed the services of a Secretary who may be paid an honorarium of Rs. 300 a year* and a clerk. The office of the Board will be held in the Director's Office building. The Secretary shall be responsible for the conduct of the Board's meetings and for the conduct of its routine administration.

91. The Board shall ordinarily meet at least once every quarter, more frequently when found necessary on a written requisition made by not less than four members to consider any matter of urgency.

92. The Board of Education being essentially advisory in character will have no direct dealings with the executive officers of the department other than the Director of Public Instruction who is its chairman. As a rule, matters of general educational interest will be referred to the Board by the department; and, even in cases where they are not so referred, any member will be at liberty

* The Secretary to the Board of Examiners is paid Rs. 500 a year.

to place before the Board for its consideration, after obtaining the permission of the chairman, any matter which the member considers important. Members may give the President notice of any subject or subjects within the purview of the Board which they wish to place before its meeting, and the President will include them in the agenda. The President shall have, however, the power of disallowing any subject for discussion at the Board's meetings, and his decision shall be final.

93. In proposing the creation of a new organisation, it is always difficult to define in advance all its powers in detail, and the suggestions which I am going to offer are intended to be only tentative.—(a) Applications for the opening of new schools, or for raising the standard, or for the abolition of existing ones, and requests for aid shall be referred to the Board for its advice. (b) Disputes between school managers, or between managers and teachers of grant-aided schools, involving anything more than matters of mere discipline shall be referred to the Board. (c) It shall be competent for the Board, on the advice of local education authorities, to concert measures for the provision of additional school places and for the improvement of the equipment and staff of existing schools. (d) The education of specially backward communities or backward tracts and the grant of special facilities to them and matters of general interest relating to vocational education shall be referred to the Board for its advice. (e) The preliminary Budget Estimates will be placed before the Board for its information and for its advice in respect of the items which relate to the "votable" items of expenditure.

94. The powers of the Board of Education shall, for the present, be purely advisory, and the decision of the Director of Public Instruction shall be final in respect of any matter brought before the Board.

THE INSPECTORATE.

95. The Inspectorate, as it is at present constituted, consists of the two Divisional Inspectors of the boys' schools, the Inspectress of girls' schools and their deputies. There are two Deputy Inspectors under each of the Inspectors and a Deputy Inspectress under the Inspectress.

96. The Southern Division comprises Cochin-Kanayannur, Cranganur and a portion of Mukundapuram, while the remaining portion of Mukundapuram and the Taluks of Trichur, Talappalli and Chittur go to form the Northern Division. The Inspectress has work in both the divisions as the schools in her charge are distributed over the whole State. The Deputy Inspectors at Ernakulam and Irinjalakkuda work under the Inspector of Schools, Southern Division, and the Deputies at Trichur and Vadakkancheri take orders from the Northern Division Inspector.

97. This arrangement, as will be seen from the details given below, involves certain practical difficulties which lead to unnecessary labour and waste. As all the schools intended exclusively for boys are placed under the two Inspectors and all the girls' schools under the Inspectress, practically two officers have jurisdiction over the whole State. This duplication of work is, however, essential with regard to secondary schools. But, in the field of primary education there is no necessity for running separate schools for boys and girls, as on no ground can co-education be objected to in this grade. Moreover, rules also allow the admission of girls in boys' primary schools and *vice versa*. The existence of a single malayalam girls' primary school under a Deputy Inspectress in a locality where there are no other schools of the sort presents some difficulty; for, the Deputy Inspectress has to come all the way, at considerable expenditure to the State to visit this single school which could otherwise have been visited by the Deputy Inspector under whose jurisdiction the other neighbouring schools are placed. There may be a boys' primary school requiring an additional division of a class or a class itself adjacent to a girls' primary school deficient in the minimum strength. By a proper transfer and adjustment of pupils between the two schools the necessity for new classes can be obviated in many cases. The fact that these two schools are under two different Inspecting Officers causes unnecessary correspondence and not seldom the intervention of the Head of the Department. A good deal of time, labour and money can be saved if the following proposals are accepted.

98. The distribution of the Vernacular Primary Schools at present is as follows:—

1. Cochin-Kanayannur	...	178
2. Cranganur	...	13
3. Mukundapuram	...	112
4. Trichur	...	93
5. Talappalli	...	96
6. Chittur	...	29
Total	...	<u>521</u>

99. The 191 schools of the Cochin-Kanayannur and Cranganur Taluks may be placed under the charge of two Deputy Inspectors and one junior Deputy Inspector*. The Deputy Inspectors will have their head-quarters at Ernakulam and Mattancheri and the junior Deputy Inspector at Cranganur. The Deputy Inspector at Ernakulam will be placed in charge of the schools at Ernakulam, Trippunittura, Mulanthuruthi, Chowwara, etc., the one at Mattancheri will have jurisdiction over schools at Mattancheri and a major portion of the backwater region; and the junior Deputy Inspector at Cranganur will be placed in charge of the schools in the Principality of Cranganur, Chennamangalam, etc. As this junior Deputy Inspector's jurisdiction includes both the Principality and parts of the State the cost of his establishment, etc., will be debited to the State. He will, however, be permitted to cash bills in the Cranganur Treasury.

100. As a large number of the schools in the Mukundapuram Taluk is situated in hilly tracts, not served by suitable means of transport or even communications in some cases, it is proposed to divide the 112 vernacular primary schools in this taluk between a Deputy Inspector with head-quarters at Chalakkudi and a junior Deputy Inspector with his office at Irinjalakkuda. The primary schools in the Trichur and Talappalli taluks will be placed under two Deputy Inspectors—one with his office at Trichur and the other at Vadakkancheri. The schools in the Chittur Taluk require special attention and a separate junior Deputy Inspector may be stationed at Chittur. This arrangement, I hope, will enable each of the Inspecting officers to visit the schools under them very often and exercise sufficient control over their working. There may be some economy in the travelling allowance also.

101. With the delegation of powers consequent on the decentralisation scheme embodied in the recommendations of the Special Finance Committee there began numerous complaints regarding the unsatisfactory working of the offices of the two Divisional Inspectors. I have also received oral and written complaints from these officers themselves that they have practically very little time to devote to inspection work. It is, therefore, proposed to further delegate some of their powers to the School Boards, and to the Deputy Inspectors; and some powers are proposed to be resumed by the Director of Public Instruction himself. (Please see the powers and duties of the several Inspecting officers explained in the Inspection Code which forms an appendix to this report). By this reform it may be found possible, also, to dispense with the services of one of the two Divisional Inspectors. The Inspectress will be placed in charge of *all Girls' Secondary Schools* in the State and the primary schools in the taluks of Cochin-Kanayannur and Cranganur, while the Inspector will have control over all the secondary boys' schools and the vernacular primary schools in the taluks of Mukundapuram, Trichur, Talappalli and Chittur. By the adoption of the changes briefly indicated above there will be a more even and equitable

*I propose the creation of this grade of Inspecting Officers as in Madras. The pay of these officers will be smaller than the Deputy Inspectors and the number of schools in their charge also less, although the powers assigned to both will be the same. The pay I propose for the junior Deputy Inspectors is Rs. 60—85.

distribution of work among the officers of the department which must lead to a quicker and more satisfactory disposal of business together with the possibility of some economy in departmental expenditure—considerations which are of very great importance in constituting a Department of Government.

IX. THE ORGANISATION OF ELEMENTARY EDUCATION.

102. The problem of elementary education is so intimately bound up with the whole problem of modern citizenship that any attempt to study it in isolation from the many problems connected with membership of society is likely to degenerate into a purely academic discussion destitute of all significance to real life. An Education Code which fails to realise this close association of the problem of elementary education and the wider problems of citizenship tends in the long run to work more harm than good. Elementary education is, for instance, one of the most potent factors in rural reconstruction and any educational policy or programme which forgets this point of view is liable to grope about in vague generalities of no material consequence to the well-being of a people.

103. The one obvious characteristic of the organisation of elementary education in Cochin which strikes even the casual observer is the total absence of all popular control. This is all the more striking if one brings to bear upon a study of this question some knowledge of the condition of our education two generations ago. The Cochin Education Code was not the first attempt at educational reform. A Proclamation of 1818 sought to establish vernacular schools in every 'Proverthy', and although this system was formally abandoned in 1833, these Proverthy schools continued to flourish till they were finally superseded by the more efficient and systematic institutions which were established in 1889—1890. During all these years of hesitating and half-hearted State action the traditional, single-teacher 'pyal' schools continued their useful work in their own unmethodical but not altogether inefficient manner. In the words of the Census Report of 1891 "In spite of the many defects in the matter and the manner of the instruction imparted by them, they carried the rudiments of knowledge to the doors of the poor and the lowly". In addition to the advantages of getting education practically at the door of every home, these 'pyal' schools were the expression of a traditional social organisation, the result of a fair measure of rural self-sufficiency and self-government, receiving no financial or other assistance from the central Government and maintained solely by the good will and support of the local rural public. The school was a "village affair," the product of intense local self-consciousness and patriotism. It represented what the people were doing *for themselves* in the matter of elementary education—however unscientific the manner of doing it might have been.

104. The next attempt at State Regulation was made in 1911 during the Diwanship of Mr. (now Sir) Albion Banerji. However excellent might have been the result of this reform in respect of the quality and "efficiency" of education, it permanently wiped out the last vestiges of popular control. It is impossible to overrate the importance of the educational reforms introduced by Mr. Banerji whose keen intellect and liberal views are alike reflected in the official documents which are justly called in their entirety a "Blue Book" on education. No changes have since been introduced in the system of education and the last twenty years of educational progress in Cochin may accurately be described as the working out—often without sufficient safeguards—of the provisions of the Code.

105. The Code led to two important results namely, (1) the removal of all popular control and (2) the rapid growth of educational expenditure. The first of these I have already noticed in a preliminary manner and I shall have occasion to return to it again and again in the course of this survey. The growth of educational expenditure has been so steady and continuous that to-day we are faced with a situation of very grave import. The total expenditure on education in 1928 was Rs. 97,965 while the expenditure in 1906 on primary education alone was Rs. 8,00,251. The time has obviously come for us to pause and think whether the real needs of elementary education justify so enormous an expenditure of public money and whether the interests of efficiency require the abolition of all popular control and local colouring.

106. Another consequence of the new system of education—particularly in the sphere of primary education—has been a definite tendency towards ‘stereotyping’, both in the matter and the manner of instruction. Mr. Banerji himself was aware that a stereotyped system of elementary education was very unsuitable for Cochin. Yet it was exactly this that the new system unconsciously tended to do. But, as I have already remarked, the main difficulty is not so much the tendency of the system to stereotype elementary education as the stupendous cost at which this is done.

107. The old policy of “no aid and no control” was replaced by what the Diwan called an “elastic system of grants” by means of which he hoped to minimise expenditure without hampering the expansion of both elementary and secondary education. Government schools which are more expensive were to be started and maintained only in cases of proved necessity; while the offer of attractive terms of aid—though cheap in respect of aided school—encouraged the opening of schools even when there was very little necessity. And, in thus leaving education in the hands of private agency he thought he was leaving it “in the hands of the people”.

108. We must pause and try to realise the significance of the change that was effected or that gradually come over the system of primary education. Before the introduction of the system of grant-in-aid in 1889 elementary education was wholly in the hands of the people and was blessed with a shocking variety of standards. With the introduction of grants-in-aid the control to some extent passed into the hands of Government; and attempts were consciously made to standardise elementary education. With the introduction of the present system in 1911 the tendency towards stereotyping strengthened and the organisation and control of elementary education gradually passed into the hands of a new class—the managers—and led to greater and stricter State-control. With the growth of State-control and the development of the system of grant-in-aid schools, the expenditure on education, also, rapidly grew; and, to-day we are left with 521 elementary schools of which 391 are aided with an expenditure of about 4 lakhs of rupees. We have at present 124 Sirkar primary schools and 397 grant-aided ones. The number of Sirkar primary schools has practically been stationary since the year 1102 while that of aided ones has gone up from 378 to 397 during the same period. With the growth of aided schools the control of primary education has gradually tended to pass from Government to private agencies, although in a variety of ways the Education Department has been forced to exercise a system of vexatious interference.

109. I have dealt elsewhere in this report with the question how far it is just to say that we have a superfluity of schools. I am here concerned only with the question of expenditure and the closely allied problem of the organisation of elementary education. As far as I can judge nothing is to be gained by the Central Government taking over the whole burden of elementary education. The true line of educational policy is to leave it entirely “in the hands of the people”. The only question to be settled is what we are to understand by the term “in the hands of the people”. Prior to 1889 it meant the p^{ya}l school teachers; after 1911 it has meant “in the hands of the managers” liberally paid by Government. Neither interpretation has been attended with satisfactory results, and, my suggestion is that we might now try and leave it in the hands of the representatives of the people organised in local self-governing bodies.

110. The main points to be borne in mind are and I presume all right-thinking people will agree—(1) every chance should be afforded to the people to determine the general outline of the system of elementary education they want; that is to say as far as possible everything which is not of a technical nature should be left in their hands; (2) the people should have a voice in determining the amount of money which may be properly spent on public elementary education; (3) they should themselves bear the burden of additional expenditure should they deem additional facilities necessary; but, at the same time, (4) expenditure should be kept down to an irreducible minimum; and (5) every opportunity should be afforded for the satisfaction of local needs and the exercise of local knowledge and patriotism.

111. However much we may believe in the expert nature of educational science and of the art of teaching, it will be conceded by every unsophisticated

person that a great deal of the subject matter and the organisation of elementary education may be safely left to the judgment of persons of average intelligence with no technical knowledge of the intricacies of child psychology or educational methods. Under no scheme of elementary education is it possible to include in the curriculum much more than the 3 R's with some training of the hand in some useful handicrafts. It is my firm conviction that our villagers possess sufficient knowledge and common-sense to appreciate the value of these rudiments of knowledge not to meddle with the technical aspects of teaching. In fact many of our school managers possess no higher qualification than what the average villager possesses. And my suggestion is that, instead of leaving things to be managed by these managers, we may leave them to some *statutory local body* of citizens. It is not my intention that these local bodies should wrest our aided schools from the managers. But, I mean that many of the powers now exercised by the officials of the Education Department—powers which call for no expert knowledge of education—may be entrusted to such local education authorities and the rural primary schools now run by Government may be handed over to them. What these powers are I have discussed further down in this report.

112. If the findings of the survey are not altogether incorrect and my judgment wholly erroneous, I would suggest that *Government should definitely fix their contribution in respect of elementary education*. In this connection I may refer to a circular dated 3rd March 1926, issued by the Education Department inviting the holders of Secondary School Leaving Certificates to start elementary schools. (Please see Appendix VIII). Even apart from such invitations the department had received 70 applications for permission to start schools in the 3 previous years. In fact schools were generally started with no special reference to the needs of the locality as was soon proved by further requests for exemption from the rule regarding the minimum strength for purposes of full grant. If some responsible statutory local body could have been consulted, many of these applications might have been disallowed—particularly, if such a body could be made responsible for finding funds for financing these new schools. It is very necessary, therefore, that these local bodies whose creation I advocate should be made to realise their responsibility, and this can be best done by making them bear a portion of the cost of new schools. (For more details please see section on School Boards). They must also be given a definite voice in framing the elementary education estimates through their representatives on the Board of Education.

113. At present the total cost to the Treasury on account of elementary education is 8,00,251, i. e., Rs. 6—4—6 per pupil and Re. 0—10—7 per head of population. This expenditure is made up as follows:—

1. The cost of maintenance of Government primary schools	..	Rs. 3,73,573.
2. Grants to private educational agencies	..	Rs. 4,26,678.

To this must be added what the managers are expected to contribute. On a rough calculation this comes to Rs. 98,857. The gross total expenditure on elementary education every year thus comes to Rs. 8,99,108. A reference to the table in Appendix IX will show that this is well over 50 per cent of the total expenditure on education. Over and above this there is the annual charge on the pension list and the annual expenditure on elementary school buildings—items which do not find a place in the Education Estimates.

114. Even the most zealous educationist cannot but admit that we have come to a point in the growth of expenditure which cannot be exceeded without vitally affecting the other nation-building services. Government have been forced to make drastic cuts in the estimates of 1108. But, in making these cuts, it was found very difficult to adopt any definite lines of economy. Considering the enormous educational machinery that has gradually and almost imperceptibly grown up, one could not say that the estimates were too high; at the same time, in view of the financial crisis with which Government were confronted no economy was too drastic and no saving, however small in itself, was too trifling to be resorted to. If occasion for such drastic and at times necessarily arbitrary

cuts is to be avoided in future, it is imperative to place elementary education on a basis somewhat different from the present one. Fresh taxation is sure to look unreasonable when all the old taxes remain unremitted. But, I would point out that as long as elementary education continues to be financed wholly from the central revenues the cost is bound to go up year by year. Elementary education is, no doubt, a national concern; but, that does not mean that the whole cost of it should be met by central taxation. In fact it is not even quite fair to place the whole burden of elementary education on the central revenues, considering that at present some parts of the State are made to bear the cost with no reference to the amount of service they receive. Again, it is a matter of common observation that the interest of the average man in any undertaking varies with his financial responsibility and his personal knowledge. Make every man in the village feel that he is contributing—however small the quota—towards the cost of his village schools and you will see how quickly his interest awakens. Make him realise also that the success of his village academy depends on his generosity, intelligent co-operation and vigilant supervision; and, then—but not till then—our elementary education will be permanently saved both from educational and financial bankruptcy.

115. I would, therefore, suggest that Government should fix the contribution from the central revenues at a reasonable figure—say even at the Rs. 8 lakhs which they now pay—carefully distribute this sum of money among the several educational districts, and authorise their new local education authorities to find out of rates or subscriptions the additional expenditure that may be found necessary in future. I should give each district the option of finding the additional funds by either rating or by voluntary subscriptions because, where voluntary munificence exists, it is wrong in principle and injurious in effect to levy a compulsory rate, particularly in aid of a service like education where spontaneous effort and local feeling may be depended upon.

116. One very desirable change which is certain to come if powers and responsibilities are delegated to local authorities is that every primary school will come in course of time to be staffed by men who belong to the locality and who possess a natural interest in the well-being of their schools. This would also render it possible to reduce wages without causing any serious hardship. Small as Cochin is in extent it makes a big difference to a man whether he is posted to Mayannur or Mulanthuruthi if he is a native of either the one or the other. From intimate personal discussion with the low paid teachers, I have learned that a transfer to a "strange place" means at least 30 per cent more in the total cost of living; and the scales of salaries which a School Board can safely establish without causing any serious hardship to its teachers will be appreciably below what Government are now obliged to maintain—not to speak of the saving on travelling allowance. Any one who is at all acquainted with the conditions of rural life can appreciate what it means to a man to be able to work near his own home with no rents to pay, no journeys to pay for, absorbed all the time—if he has a call for his profession—in educating his own children or the children of his neighbours. Those who have had opportunities of attending school-day celebrations in schools where the teachers are all natives of the locality and of comparing their enthusiasm and glow of feeling with a similar function in a school staffed by what a modern critic calls "mercenary educational vagrants" can appreciate what it means to entrust elementary education to local education authorities.

117. When all the "Sirkar" schools have gradually become "Board" schools with teachers paid by the local education authorities, the present system of superannuation pension may have to be replaced by a liberal provident fund scheme. It is unnecessary that I should discuss the relative merits of the two systems; but, it must be obvious to everyone that it will not be possible for a local education authority in a small State like Cochin to finance any scheme of superannuation other than a provident fund. If the upper age limit in respect of active service is raised from 55 to 60—a change which is quite feasible in the case of the teaching profession—a provident fund is likely to be even more attractive than a pension with the normal uncertainty which attaches to the length of life after sixty.

118. By adopting the scheme which I have worked out further down in this report it ought to be possible not only to make immediate retrenchment in the cost of elementary education, but also to stabilise expenditure in respect of the contribution out of a central taxation. The control of education will also pass, at least gradually, from the Education Department to local education authorities—a change which is sure to have very far reaching effects on the political progress of the people.

119. One serious difficulty was at first raised by some educationists with whom I discussed the matter—namely, the future of private agencies in the field of elementary education. *My position frankly is that elementary education should be entirely in the hands of local bodies* and I can see no serious obstacle in the way of the progressive transformation of by far the majority of “aided” schools into “Board” schools. It will, in the first place, be impossible for an “aided” school to compete for custom with a “Board” school as it does now and often very successfully with Sirkar schools. In the second place the strongest reason for the operation of private educational effort as a public service will disappear with the proposed decentralisation of elementary education and the creation of local education boards. Comparatively small outlay, low recurring cost, personal attention, etc., are what keep “aided” schools going. “Board” schools should not find it at all difficult to practise all these economies and acquire all these excellences and thus outstrip private institutions in the long run.

120. I will now turn to discuss in some detail the constitution of these local bodies and the powers which I propose to be delegated to them.

X. SCHOOL BOARDS.

121. The machinery of Public Instruction has grown so vast and complex that its effective administration has become exceedingly difficult. We have dealt with some of the serious financial difficulties with which we are confronted under the present system. We must now look a little more in detail into the main defects of the present system of public elementary education in respect of its organisation and control.

122. The chief defects of the present organisation of primary education may be summed up in one word “over-centralisation”. This over-centralisation manifests itself in many ways—particularly in the focussing of all powers in the Director and the Inspecting Officers. Till the recent reorganisation practically all responsibility was vested in the Director of Public Instruction. The decentralisation effected along the lines suggested by the Special Finance Committee has, however, achieved very little. Beyond creating a new class of officials—the Deputy Inspecting Officers—and the delegation of some routine duties to the Divisional Inspectors, nothing was attempted. The administration has consequently become even more difficult—the powers of the several officers being not well-defined—the despatch of normal work is delayed and complaints from the public and from the schools have increased. The need for further reform is therefore patent.

123. I certainly appreciate the need for further devolution of administrative powers; but, I am sceptical whether devolution on the lines we have adopted till now will lead to any good result. I am firmly convinced that *further decentralisation must be in the direction of the devolution of powers to local bodies and not to smaller officials*. One aspect of the over-centralisation of administrative machinery is found in the total exclusion of all popular representation and popular control. I have already had occasion to refer to the imperative and urgent need for handing over as much as possible the administration of elementary education to the people as the only means of evoking popular interest and awakening a sense of responsibility in them. The decentralisation which I here propose involves the transfer of a part of the powers now invested in the Director of Public Instruction and in the other departmental officers to local education authorities. Our village organisation which had many virtues was sadly deficient in the provision it made for the education of its children on a systematic basis. The village school master was omniscient in his own small way, but, in the absence of any definite organisation he was largely left to his own views and methods. No doubt in a crude and halting manner the people secured for

themselves the services of a teacher, paid him whatever and whenever they could and, to some extent, controlled their educationists though not the system of education. The Code did away with this rudimentary control and substituted in its place a centrally organised system of elementary education which, though more "efficient", left both local talent and local patriotism largely out in the cold. With a view to remedy this defect of the present system of public elementary education and to decentralise the organisation and control of elementary education and to bring it into constant and close contact with the wishes and educational needs of the people, it is proposed to divide the State into twenty-eight educational districts as follows and to institute a local education committee with a pronounced popular and elected majority and to invest these bodies with certain powers of counsel and supervision. The several educational districts shall be based on the following grouping of Village Panchayats:—

I. COCHIN-KANAYANNUR TALUK.

1. Malayattur and Vellarappilly.
2. Elankulam, Maradu, Nadamel, Vadavukode and Thiruvankulam.
3. Mulanthuruthi and Amballur.
4. Chennamangalam and Edavilangu.
5. Pallippuram, Edavanakad, Narakkal, Elangunnappuzha and Cheranellur.
6. Pallivirutti, Kumbalanghi and Chellanam.

II. CRANGANUR.

1. Methala and Lokamaleswaram.

III. MUKUNDAPURAM TALUK.

1. Varandarappilly, Trikkur, Kodakara and Parappukara.
2. Porathissery, Kattur and Irinjalakkuda.
3. Poomangalam, Velookkara and Padiyur.
4. Alur, Chalakkudi, Pariyaram and Melur.
5. Kizhakkummuri, Kallur Thekkummuri, Vadama and Poyya.

IV. TRICHUR TALUK.

1. Kaiparamba, Avanur, Tholur and Adat.
2. Kolazhi and Vilvattom.
3. Ayyanthole and Eravu.
4. Manalur, Anthikad, Chazhur and Thaniyam.
5. Oorakam, Chevur, Kodannur and Koorkancheri.
6. Ollur, Puthur, Ollukkara and Panancheri.

V. TALAPPALLI TALUK.

1. Kattakampal, Kadavallur and Porkulam.
2. Arthat, Choondal and Chovvannur.
3. Vellattanjur, Velur and Kadangode.
4. Kariyannur, Mundathikode, Vadakkancheri and Thekkumkara.
5. Varavur, Desamangalam and Panjal.
6. Chelakkara, Pazhayannur, Kondazhi and Tiruvilluamala.

VI. CHITTUR TALUK.

1. Vadakirapathy and Eruthempathy.
2. Kolinjampara and Nalleppilly.
3. Pattancheri.
4. Ayalur and Nemmara.

124. We have already dealt with the Board of Education. It will represent the element of popular control in the central Government. While its influence will be both effective and salutary as far as it goes, its contact with the masses will be far from intimate. The "local colour" which is so necessary and healthy a feature of a good system of primary education will be absent from its organisation if provision were not simultaneously made for the creation of local education authorities. The School Boards, which I here advocate, will be our local education authorities as distinct from the officers of the Education Department.

SCHOOL BOARDS: THEIR CONSTITUTION AND POWERS

125. In every Educational District there shall be constituted a School Board consisting of a President, a Secretary and such number of members as Government may prescribe. Members will be of three classes—elected, ex-officio and nominated. Government may appoint one of the members of the School Board to be the President and another the Secretary. The members shall hold office for a period of three years and shall be eligible for re-election. Government may, by notification, authorise the Board to elect its President and

Secretary from among its own number subject to the approval of the Government. One of the village parvathakarans of the villages comprising the jurisdiction of the School Board shall ex-officio be a member of the Board, but, the actual selection shall be made by Government. Government may nominate other members of the Board with a view to secure the representation of minorities. The number of nominated and ex-officio members, however, shall not exceed half of the total number of members. No member of the School Board other than the Secretary shall receive any salary or other remuneration from the funds at the disposal of the Board. The Secretary shall be paid an honorarium of Rs. 100 per year. The Secretary shall be responsible for the custody of the records and moneys of the Board and for the proper conduct of its affairs in general. The Board shall have its own office and the services of a clerk and a peon. The Board shall meet at least once a month.

126. The resolutions of the Board shall be carried into effect by the President, but, he may authorise the Secretary to perform any of the duties or exercise any of the powers vested in the President. Every School Board may make Standing Orders consistent with its constitution and powers and subject to the approval of the Education Department.

DUTIES OF SCHOOL BOARDS.

127. 1. Every School Board will be required to maintain a register showing all elementary schools within its jurisdiction and the number of school places thus provided. It will also tabulate such further information as may be necessary to enable the Education Department to frame an estimate of the existing provision for elementary education and of the further provision which may have to be made in order to place primary education within the reach of all children of school-going age.

2. The School Boards shall receive and forward to the Director of Public Instruction through local Inspecting Officer all applications for the grant of recognition or aid to schools. When circumstances warrant such a step the Board may recommend to the Director of Public Instruction the withdrawal or suspension of recognition or aid.

3. The School Boards shall be empowered to disburse all sanctioned grants-in-aid to elementary schools under private management from funds placed at the disposal of the Board in this behalf.

4. School Boards shall prepare and maintain a register of all trained and certificated teachers and shall submit proposals for increasing the supply of such teachers.

5. The Boards shall furnish a report to the Inspector of Schools (or Director of Public Instruction) by such date and in such form as the Director of Public Instruction may prescribe exhibiting the grants-in-aid which it has paid to schools within its jurisdiction.

6. On or before the last day of Kumbham in each year every School Board shall submit to the Director of Public Instruction through the Inspector of Schools in such form as may be prescribed a budget of income and expenditure for the ensuing financial year.

7. The accounts of every School Board shall be examined and audited periodically under orders of Government.

8. A School Board may, with the sanction of Government, take over the management of Sirkar or aided schools in accordance with the rules prescribed by Government in respect of the pay, provident fund, etc., of teachers of such schools.

9. A School Board may appoint "Attendance" and "Care Committees" for the benefit of the school children. The Board may, subject to the approval of the Director of Public Instruction, prescribe the duties and powers of these committees. By this arrangement it will be possible to abolish the present unsatisfactory system of medical inspection.

10. The Board shall be responsible for the actual distribution of the supplies and concessions to which Depressed Class pupils are eligible. The

Board shall in future be the authority competent to issue poverty certificates to backward class pupils seeking half-fee and other educational concessions.

11. The Board shall make such arrangements as may be ordered by Government for the medical inspection of school children and for the free treatment of children who may be found to be in need of medical aid.

12. The Boards may exercise such other powers as Government may, wherever they deem it necessary and whenever they think it expedient, invest them with,—such as the power of compulsory elementary education or of levying a local education cess or rate, etc.

128. From the powers and responsibilities with which I propose to invest the School Boards it will be found that, unlike the District Educational Councils in the Madras Presidency, these Boards have no voice in matters of a technical nature. The power of granting recognition and "aid" is still proposed to be reserved to the Director of Public Instruction although in granting these he will be guided by the recommendations of the School Boards and the advice of the Board of Education. The disbursing of grants-in-aid and the passing of bills every month will be attended to by the School Boards so that there will be no room for complaints of delay in this respect. After this system has worked for some years and the Boards have acquired sufficient experience, it should be possible to hand over all the Sirkar Primary Schools to the School Boards and to make elementary education a wholly municipal service.

129. I would like to note in passing one objection which may be levelled against this proposal. It may be said the School Board is nothing new; it has been tried in England, found to be unsatisfactory and finally abandoned. I must admit that the name "School Board" labours under this sad reputation; but, in substance the School Boards which I propose to create have not much in common with the educational experiment by means of which the organisation of elementary education was carried from one stage of development to another in England. The local education authority whose creation I have here advocated will not in essence be an *ad hoc* body, but simply the incorporation of existing local bodies for the discharge of a common national function. This *grouping* of Panchayats and the *delegation* of a substantial measure of administrative powers to them in this union may serve in course of time as the basis of a new order of local bodies with enlarged powers in which the Panchayats may eventually come to be absorbed as units. The School Boards will *not* be *alongside of Panchayats* but the *Panchayats themselves in temporary union* directed to the pursuit of a common educational policy and the fulfilment of a common programme of elementary education. In the case of urban areas where there are municipalities no special School Boards will be instituted, but the powers proposed to be given to them will be entrusted to an "Education Committee" of the municipal council. These education committees may be empowered to exercise all the powers with which School Boards are proposed to be invested. In addition to these the Municipal Education Committees may be authorised to pass the grant bills of the secondary schools within their jurisdiction and to suspend aid—in cases of any default—for a period not exceeding one month, such action being reported to the Education Department. Such of the municipalities as have funds for the purpose may be allowed to appoint an Education officer of the status of a Junior Deputy Inspector to inspect the primary schools with a salary of Rs. 60—85. (For a list of private schools within municipal areas and the amounts annually disbursed to them in the shape of grants, please see Appendix X). I can see no reasonable objection, even of a historical character, to giving a fair trial to this proposal; and in this connection I would remind Government that the success of an administrative experiment of this kind largely depends on the choice of a proper personnel and in order that an essentially workable arrangement may not be condemned without due consideration or trial I would recommend that in the first instance all the persons may be selected and nominated by Government. (Please see my letter of 7th May 1932 and D. P. dated 27th May 1932 D. 3. C. 943/06 D. D.)

XI. SOME OUTSTANDING PROBLEMS.

(a) FEMALE EDUCATION.

130. Cochin has for years been justly famous for the progress she has made in the matter of female education. We have to-day 67 per cent of the girls

of school age under effective instruction. Secondary education among girls has made rapid strides and we have to-day 12 high schools and 13 lower secondary schools specially for girls and quite a number of girls attending boys' high schools, with a total enrolment of 4,567 girls in the secondary classes alone. We have even a Pulaya girl studying in the Intermediate class.

131. The fee concession granted to girls and the general awakening of the womanhood of Cochin have been responsible for the satisfactory progress in female education. The question was even raised the other day in the Legislative Council whether the time had not come for the withdrawal of the special concessions in view of the progress already achieved. My inquiries, however, go to show that it is yet too early to withdraw the educational concessions now granted to girls. If the concessions are stopped or even curtailed there is sure to be an appreciable fall in the strength of our girls' schools; and instead of there being any increase even in fee income a fall is likely to result.

132. I may here briefly notice and dispose of a controversy that has recently been started also in Cochin about the desirability of co-education. Many of our primary schools are mixed schools, and so far no objection has been raised by any one against co-education in primary schools. I may, therefore, restrict myself to a consideration of co-education in secondary schools. In mixed secondary schools where there is a sufficient number of girls, parallel divisions of forms are maintained. This has been done not because of any objection from either parents or pupils to the mixing of children of the two sexes, but, because this arrangement provides facilities for framing a time-table with provision for special courses of study for girls and thus removes all room for one of the chief objections to co-education in secondary schools, namely, the impossibility of a suitable differentiation of studies according to the physical, vocational and other needs of each sex. Another objection that is sometimes raised is that co-education during adolescence prevents the development of some of the finer feminine qualities in girls and of virile characteristics in boys. The cumulative experience of many years of co-education in Cochin and the testimony of other countries go to disprove such a contention. On the contrary, co-education offers opportunities of social intercourse between the two sexes at the most impressionable period of life and under the guidance and supervision of teachers. Where parents evince no objection to co-education as in Cochin, it is wrong to duplicate schools, for, there can be no doubt that co-education in most cases is more economical than education on a separate basis. In large centres of population this may be impossible as in Ernakulam, or Trichur, or even Irinjalakkuda, but in places where numbers do not justify the existence of two secondary schools there is no justification for maintaining a separate school for girls.

(b) ADULT EDUCATION.

133. The recent Census has disclosed that literacy in the older age-periods is low, and this is more marked in the case of women than in that of men. Of the total number of literate women only less than 40 per cent belong to age-periods above twenty-four, while in the case of literate males 53.1 per cent belong to periods over twenty-four years of age.

134. These figures raise a serious problem for the educationist. How are we to extend to these unfortunate illiterate men and women the rudiments of knowledge? The State has so far gone along the beaten track of running "Night Schools" for the benefit of these people, but my experience of the working of these institutions enables me to testify to their futility in the large majority of cases. I am unable to give *authentic* figures about the enrolment of these schools as the admission and attendance registers have in many cases been proved to be false. In many cases visits have proved that night schools have been in existence only in the records of the department. In most cases the strength of these schools were drawn from children below twelve who ought to be attending day schools.

135. In 1105 there were nominally 6 Sirkar night schools and 128 aided ones. In 1106 their numbers were reduced to 4 and 107 respectively and by the end of 1107 they had fallen to 3 and 42. In some cases the schools were abolished when they were found to be not functioning properly or not functioning

at all. In other cases the managers themselves sought the sanction of the department to close down their schools when called upon to explain some serious irregularity. At present there are 45 night schools left, and they are distributed as follows:—

Serial No.	Name of Taluk	No. of Night Schools
1	Cochin-Kanayannur ..	21
2	Cranganur ..	1
3	Mukundapuram ..	7
4	Trichur ...	1
5	Talappalli, ...	14
6	Chittur ...	1

136. Even these, with a few exceptions, are not working properly, and it is best to abolish most if not all of them as few of them fulfil in any measure the main purpose of such institutions, namely the education of adults.

137. It might have been little more than a historical accident that the first adult school started in 1798 at Nottingham by William Singleton was intended primarily for the education of adult women although a men's class was soon added to it. As I have already remarked, illiteracy is more marked among adult women than among men in Cochin; and the efforts of Government in the direction of affording facilities for adult education must be such as would attract adult women in large numbers. I would, therefore, refer chiefly to the education of adult women. I, however, hope that my remarks and my proposals will be found to comprehend both male and female adults and the institutions whose creation I recommend will help to further adult education irrespective of sex.

138. The education of adult women presents serious difficulties all the world over. These inherent difficulties are considerably increased in the case of Cochin and I presume, Travancore and Malabar, where social and economic conditions are almost identical.

139. It is strange and, to a superficial view, inexplicable that the problem of adult education is more acute now than it was, say, a generation or two ago—if we mean by education not mere literacy but the penetration of life by the ennobling influence of culture. It is, therefore, not by any means certain that with the spread of elementary education the problem of the "uneducated mother" will vanish. Special efforts will have to be made to see that the evil of ignorance is tackled at the root and the benefits of knowledge placed within the reach not merely of the rising generation but also of the large body of grown up girls and women who have so far had no opportunities of any education worth the name. The enforcement of mere literacy is not enough, although I recognise that the capacity to read and write is the indispensable pre-requisite of all progress in this direction. The story of the continued failure of all our night schools has its own moral to teach. At any rate these night schools are inadequate and unsuitable, not merely because they fail to reach any considerable proportion of adults, but, because they are in principle incapable of achieving anything. *Night Schools are obviously futile in a country where there is no statutory regulation of the hours of labour.* In summer the working men and women do not leave their work till late in the evening and are, therefore, unable to avail themselves even of the meagre facilities afforded by these night schools. Again, our society does not look with favour on any arrangement which involves our women staying out till late at night, and in effect what has happened is that even those who might otherwise attend these schools are prevented from doing so by the inconvenient hours and the unsuitable places where such schools are conducted. There is also an additional difficulty with regard to the level of education aimed at by these institutions. An adult is an adult even if she is illiterate, and unless her natural

interests are evoked into activity, she will learn precious little. Her knowledge of the alphabet may be rudimentary; but, her knowledge of life is not so immature even if sadly incomplete. The usual things which interest a girl will have no charm for her; and unless we greatly modify the syllabus, nothing will be achieved. To a child even a thoroughly domestic animal like the cat is something of a novelty and a lesson on the cat will interest and hold its attention. To the adult woman such a lesson will be a mere waste of time. She will listen if she is taught to read and write—taught something about the many things of which she does not know or her knowledge is very imperfect. Adult interests are different from the interests of children and a system of education which fails to take account of this difference is bound to fail.

140. Again, by far the largest majority of adult women who want education are drawn from the working classes. The rich or middle class woman whose education has been neglected has within her reach at all times the means of self-improvement if only she would realise the seriousness of life and the dignity of intellectual pursuits. But, with the "working mother" and even the other women of the working classes the case is quite different. It must, however, be said to their credit that from actual experience I have found the 'working mother' to be more keenly alive to the need for educating her children than the women of the upper and middle classes. But, she vainly seeks opportunities which are ignored or neglected by her wealthier sisters. She works and starves not merely that she may feed and clothe but also educate her children. Her idea of education may be circumscribed and may not transcend the malayalam primary school. She is anxious to provide for her children what she has herself missed. The need for the education of the working mother is all the more urgent as on her good sense and self-sacrifice depends the education of the future generation of the mass of our people.

141. What, then, are we to do with this heterogenous body of illiterate and ignorant men and women on whose education not merely their own welfare but also the welfare of posterity depends. The problem is a very complex one. The persons to be educated belong to (1) different communities, (2) different callings or kinds of manual labour, (3) they vary in intelligence, (4) in age, and (5) in the amount of leisure they possess. How are we to devise a system sufficiently comprehensive and yet possessed of sufficient internal variety? What again, is the best agency for imparting this education?

142. I shall take up the last question first. In most countries adult education has been mainly undertaken by evangelical philanthropy, the State stepping in only pretty late in the process and even then only to supplement private effort. I would suggest that we may restrict State-action to the opening of evening classes attached to lower secondary schools, leaving the rest of the work to charitable and religious organisations as far as possible. The christian churches, the muslim educational society, the local branches of the Women's Indian Association, the Nayar Samajams, the Yogakshema Sabha and Upasabhas and the various educational and social organisations among the backward and depressed classes may be liberally aided and encouraged to arrange for the education of adults belonging to these several communities. In no case should the responsibility be handed over to individuals. The State will supervise the work of these societies and distribute financial help in proportion to their deserts. In many instances no school building may be required, the premises of the local church or temple being perhaps the most suitable places.

143. I shall lay down no definite or invariable curricula of studies, but only suggest that they may include among other things:—

- (1) Reading and writing—to be attempted slowly and by easy stages;
- (2) the exposition of books of cultural interest especially in the narrative form, this may be varied and occasionally enlivened by reading some popular work of fiction;
- (3) the principles of hygiene, particularly as far as it concerns the home and the up-bringing of children, their care in health and sickness, etc.;
- (4) occasional discussions on the nature of the many conveniences of modern life such as the railway, the hospital, the school and the village library.

- (5) the elements of arithmetic and their application to the many needs of daily life; and
- (6) needle-work (in the case of women).

144. No hard and fast grading of pupils and no regular examinations are needed. Occasionally a reward may be offered for some special excellence. An attendance register will be kept but no fees will be levied. The hours of instruction may vary with each locality, the habits and vocations of the people and the seasons of the year.

145. The opinion is often expressed that with the introduction of compulsory primary education or, even with the rapid spread of primary education among the masses even in the absence of compulsion, all need for adult education will naturally vanish. As I have already observed, education means not mere literacy, but the penetration of life by the influences of culture. No scheme of compulsory primary education can achieve much more than a knowledge of the traditional 3 R's. There is no reason why a progressive community should leave its children at that without providing some means of continued education. The establishment of a system of rural libraries will be the best means—and perhaps the cheapest—of ensuring opportunities for this self-education after the child leaves the portals of the elementary school. Even if these rural libraries achieve little beyond keeping up the habit of reading a few printed lines every day, they will have achieved a great deal.

(c) RELIGIOUS INSTRUCTION.

146. Religion has been the earliest and the most powerful agent in the dissemination of knowledge. The earliest universities and schools have had their origin in the efforts of some religious order or other to impart the rudiments of knowledge to the whole body of believers. Religion has thus played—historically speaking—a very important part in the foundation of schools and the fostering of learning.

147. With the growth of science and the development of a system of secular education, religion came to be gradually thrown into the shade; and, educationists are not now wanting who hold that religious instruction in public schools is an archaic futility. We are here concerned not so much with the theoretical question of the feasibility or value of imparting religious knowledge through schools in a community which has an "established religion" as with the wholly practical—and I fear impracticable—question of making our schools the means of religious instruction for pupils who belong to diverse castes and creeds not often at peace with one another. Religion with us, it must not be forgotten, is a deeply communal affair; and, it seems to me inexpedient, to say the least, for Government to undertake so delicate a task.

148. More than once, the question of religious instruction was raised in the Legislative Council and on every occasion it was rejected by a majority. The Education Department itself had considered the question much earlier. A committee was appointed (please see Director's Proceedings, dated 11th July 1929, R. O. P. 581/1104) to inquire into the question. This committee met, deliberated and eventually resolved that "it is high time to introduce religious instruction in schools". With a view to give practical effect to this conviction, the committee recommended (a) that a copy of the book on comparative religion be got down from the Women's University at Poona to be used as a text book along with two other books, namely (i) "Man's great concern" and (ii) Prof. D. S. Sarma's "Primer of Hinduism"; (b) that *prayers which are not likely to wound the religious susceptibilities of any class or community* may be introduced; (c) that a two minutes' silence be observed in all schools *when pupils should concentrate their thoughts on God*, preferably at the beginning of the day's session; (d) that religious instruction on a theistic basis be attempted in the upper secondary departments of schools as an experimental measure; and (e) that a suitable syllabus be drawn up.

149. The marvel about the recommendations of the committee is that they are as unphilosophical as they are unpractical. To confine myself to one or two criticisms, "prayers which are not likely to wound the religious susceptibilities of any class or community" can hardly be expected to rouse the religious

feelings of any child. Again, it is perplexing how children can be made "to concentrate their thoughts on God" even if it be only for two minutes. Even the medieval mystics conceded that a preliminary training was necessary for such a spiritual exercise.

150. Experience has proved all the world over that religious instruction can hardly pretend to transcend the stage of mere scripture-reading and catechism. It is no doubt a highly commended and conventional mode, in my opinion, of wasting the time of school children. It does not require deep reflection to convince any one who is at all conversant with the nature of religious truths that the imparting of them cannot be properly undertaken by or, even safely entrusted to public schools. I am not for a moment belittling the importance of religion in individual and social life. Religion is the foundation of our culture, the theme of inspired poetry and the basis of all inspired lives. But, it is something which we need not be taught by the school master. The fact is that true religion *cannot be taught by paid teachers* and by school methods. It must be left to the influence of the home and the example of those whom one naturally loves and reveres. The attempt at imparting religious instruction usually ends in diluting religion and divesting it of all those emotional characteristics which constitute its power and thus counteracting the influence of good homes; and, in a State like Cochin, it not seldom tends to deepen communal differences and social cleavages.

151. I do not see why any one who believes in the salutary influence of religion should despair because religion cannot be taught by school masters. The school is not the only factor in education; it is merely the *public* platform whence standardised secular knowledge is communicated to the young. The work of the school will be utterly unfinished if it is not supplemented by the influence of the 'home'. And, my contention is that religious instruction should be imparted in the home and through the precept and example of parents and the other members of the family. To transfer this responsibility to the school is to try to "stereotype the divine text" by hoping to produce a uniform type of human excellence by methods which are manifestly unsuitable and inadequate for the purpose. If some communities in the State refuse to accept modern education when it is not accompanied by religious instruction, let the leaders of such communities arrange for religious teaching in schools without compulsion or hindrance from Government. Government may, in exceptional circumstances, render financial assistance to any educational or religious association to arrange for the teaching of religion *in schools, but outside school hours*.*

(d) THE EDUCATION OF THE "BACKWARD" CLASSES.

152. The education of the 'backward' and 'depressed' classes presents no problem which may be called special to Cochin. Their education is part of the work of "elevation", perhaps, the most important part of that work. But, the difficulties in the way of the educationist are not all such as can be solved by him. The main hindrance to the "uplift" of these classes even from an educational point of view is their extreme poverty. As a class they are "wage-earners"; and all the difficulties which dodge the path of the poor workers are found to hinder their educational progress.

153. The recent Census figures show that the progress of literacy among them has been very slow. But it is not so bad as is usually believed to be. Out of a total of 52,962 children of school age belonging to the backward classes more than 60 per cent are under instruction;** and, of the 14,504 children of the depressed classes over 47 per cent are attending schools though not quite regularly. The conventional remedy which suggests itself to one's mind is the introduction of compulsory education. This remedy which may sound theoretically excellent will be found to be very defective in operation. *Compulsion operates* through penal sanctions *on the parents*; but, my inquiry goes to show that the parents belonging to the backward and depressed communities are as a class very anxious to educate their children. This means that compulsion in their case is bound to be both superfluous and oppressive.

* This applies mainly to schools where children of different communities are taught.

**This is very satisfactory although there is still room for progress. Before long it may be possible to reduce the concessions given to backward classes and utilise this saving for enhanced concessions to the depressed classes.

"Concessions" rather than "compulsion" constitute the right remedy in this case. The Code provides the following educational concessions to children belonging to backward and depressed communities :—(a) Only half the standard rate of fees is levied in English schools from pupils belonging to the backward classes who are certified to be really poor, and no fee of any kind is charged to the depressed class pupils in these schools. (b) All the depressed class pupils studying in the lower secondary, upper secondary and college classes are given a stipend of Rs. 2, Rs. 3 and Rs. 10 per mensem respectively. (c) The following special scholarships are awarded to deserving pupils of the backward and depressed classes :—(1) One senior university scholarship of the monthly value of Rs. 8 for 2 years for the B. A. course in any of the colleges in the State; six junior university scholarships of Rs. 6 per mensem for two years for the intermediate course in any of the colleges in the State; 10 upper secondary scholarships of the monthly value of Rs. 3 for three years in the upper secondary classes and 25 lower secondary scholarships (out of which 6 are reserved exclusively for the depressed class pupils) of Rs. 2 per mensem for 3 years in the lower secondary classes, making allowance for the fee concessions granted to such pupils. The value of the senior university scholarship will be Rs. 20 for the Honours course in any of the colleges approved by Government and is tenable for three years. (2) Besides these concessions, the depressed class pupils are to be daily fed at Government expense supplied with clothing periodically and also books and other stationery articles. (3) The depressed class pupils studying in the college classes are exempted from the payment of the caution money due on joining the college hostel and are also given Rs. 30 each for meeting the initial expenses connected with the purchase of books, clothes, etc. They are also given the full fee concession.

154. The question, then, is whether these concessions should be increased in number and enhanced in amount. I see no reason for either at present except in the case of 'Kudumies' who may for some time be treated as one of the "depressed classes".* It is true that communities which had not taken advantage of the educational facilities afforded to them are coming forward and in all such cases the concessions enjoyed by similar classes must be extended to them. The "Kudumi Chetties" among the backward classes and the Pulayas among the depressed classes are a case in point. I have only three general observations to make in this connection. (1) The Department of "Uplift of the Depressed Classes" may be instructed to carry on a vigorous propaganda to educate the mind of the parents on the need for sending children to schools and the advantages which accrue to a child from education. (2) In the second place, the 'concessions' should be administered by the Protector through the media of the school boards and the expenditure debited to the "Uplift" budget. The Protector is bound to know the needs of the backward and depressed classes better than the Director and the funds at his disposal are the legitimate source of such organised philanthropy. (3) Lastly, it should be borne in mind by those who receive and those who bestow such special advantages that the ultimate aim of these educational concessions is to render them superfluous. The demand for fresh concessions is more often than not an indication that the concessions already granted are not fully utilised or utilised to the best advantage. These concessions are in the nature of organised charities, and it should be the aim of all those who have been so unfortunate as to have had to resort to them in their childhood to see that the rising generation of children may not be forced to fall back on them.

(e) MUSLIM EDUCATION.

155. Although but one among the "backward classes" the Muslims, in a sense, stand on a footing of their own. Social custom and religious belief play a very important part in their lives; and any system of education which ignores the influence of either is bound to fail. A very large section of the Muslim community in Cochin, particularly the Muslims of the Mukundapuram and Talappalli Taluks, with a few exceptions, are generally poor. In addition to

*Government should seriously consider whether it is right to maintain the same concessions and the same uniform rate of concessions for both the State and the Principality of Cranganur. Cranganur bears a highly disproportionate part of these concessions.

the social and religious disabilities, the disadvantage that result from poverty also militate against the spread of modern education among them.

156. The Superintendent of Census Operations observes in the course of his remarks on the slow progress of literacy among the Muslims that what is lacking in them to-day is just what was wanting in them a generation ago—"the bold resolve" to better their own condition. My experience of Muslim parents and pupils enables me to contradict this statement. In fact if there is any community in Cochin besides the Christians and the Ezhuvas to-day which is eagerly trying to better itself it is the Muslim community. Progress has certainly been not very rapid; but, at present out of a total of 14,504 children of school age more than 8,000 children are under instruction—*i. e.*, more than 55 per cent. There is certainly room for improvement. But, what is lacking is certainly not initiative or leadership but the readiness to give up all at once the traditional mode and habits of life. Islam, unlike Hinduism or Christianity, has suffered few internal changes of a convulsive nature. Dissent is almost unknown. One can, therefore, appreciate the attitude which the average Muslim parent adopts towards all innovations; and from his point of view the present system of education is perhaps a marked innovation.

157. Another cause which has retarded the progress of Muslim education in Cochin and which I have already referred to is the general poverty of the Muslim community. Compulsion, I would again submit, is eminently unsuited to overcome the difficulties which the Muslims as a class feel. Active propaganda together with liberal concessions constitute the proper remedy. It must also be not forgotten that the Muslims are deeply religious in their own way and the easiest mode of weaning them from their ignorance is to appeal to them through their religion. Facilities for religious education must be provided in schools if Muslims are to be attracted in large numbers. At present only 55 per cent of Muslim children of school age are under instruction. No school which has no provision for the teaching of the Koran is likely to retain a Muslim pupil for any considerable time, and I would recommend that Government should reconstitute the Muslim Educational Committee into a regular and recognised body and place adequate funds at its disposal for providing facilities for religious instruction in all schools which have on their rolls a sufficient number of Muslim pupils. That is to say, in future the Muslim Educational Committee may be entrusted with the task of making its own arrangements for the teaching of Koran in schools, Government contributing liberally for this purpose. I should suggest an annual grant of Rs. 6,000 to the Muslim Educational Committee on this head. The Muslims already enjoy the following concessions in addition to those allowed to backward classes.

158. (1) All Muslim boys studying in the upper secondary and college classes are given monthly stipends at the rate of Rs. 3 and Rs. 6 per mensem, respectively. In the case of Muslim girls, the following stipends are given:—

- (a) Primary classes—8 as. per mensem.
- (b) Lower secondary classes—Rs. 3 per mensem
- (c) Upper secondary classes—Rs. 5 do
- (d) Junior university —Rs. 8 do
- (e) Senior do —Rs. 10 do

(2) They are also awarded the following special scholarships.

(a) One Senior University scholarship of Rs. 15 (for the Pass Degree course in a State college) or Rs. 20 (for the Honours course in any college.)

(b) One Aligarh University Scholarship of the monthly value of Rs. 30 tenable for four years to be awarded to School Final Certificate holders in alternate years.

159. Besides these they are also allowed the benefit of religious instruction by appointing Koran teachers and Arabic pandits wherever necessary and to this I would add special fee concessions and stipends in college classes. A special officer to superintend Muslim education is, in my opinion unnecessary. The Muslim Educational Committee may attend to this work also, and funds necessary for any special item of work may be placed at its disposal from time to time. The committee may be consulted on all matters

relating to Muslim education and all possible facilities afforded to the committee in its endeavours.

(f) NAMBUDIRI EDUCATION.

160. No one who has an intimate knowledge of the Nambudiries will subscribe to the view that is often advanced by the radicals among them that, as a class, they are uneducated just as no one in his proper senses would think the Japanese to be uneducated because a large majority of them know no European language. I am not defending the traditional system of education which the Nambudiries have followed for centuries and even which they are abandoning now. What I submit is that as a class the Nambudiries are "literate" and they do not stand to gain much by undergoing a course of vernacular primary education in our schools.

161. There is no doubt that Nambudiries have been very slow in taking to modern education. There are at present only 159 Nambudiri children under instruction in the schools and this figure represents, I need not add, less than 10 per cent of the Nambudiri children of school age. Statistics are not difficult to collect, but, they have very little to offer in the shape of a clue to overcome the hindrances to the spread of modern education among the Nambudiries.

162. In response to the wishes of some leaders among Nambudiries Government opened a special high school for Nambudiri children at Trichur in 1094 under the name of the "Nambudiri Vidyalayam"; but, the high school department was closed down in 1098. At present the Vidyalayam is only a lower secondary school for Nambudiries and this year girls too have been admitted. The strength according to the latest returns is 101. There is another school at Panjal—the Nambudiri Balika Vidyalayam which, also, is a mixed school. This is, however, a primary school and the strength is very poor.

163. The problem of Nambudiri education is one which is beset with many difficulties; at the same time it is one which deserves the sympathetic consideration of Government in that the Nambudiri children are placed under special disadvantages which are absent in the case of the other educationally 'backward' communities. In the case of the other backward communities I observed that the parents are anxious to give their children the benefits of modern education, but, were unable to do so due mainly to their economic condition. In the case of Nambudiri parents, even the *will* to educate their children on modern lines is generally absent. It is, therefore, necessary to inquire a little more closely into the causes which dispose parents in this way if we are to find suitable and sure remedies for the evil. The younger generation attributes this unwillingness of parents to sheer unthinking, conservative prejudice. This is an overstatement. The older members of the community complain that it is not possible to give their children modern school education without their forgoing the benefits of their traditional vedic studies* and without doing violence to their religious observances. This is to some extent true in the present condition of things; and, that is one reason why I recommend the establishment of a few special schools for them at select centres—schools which may confer on the pupils all the benefits of modern education and yet afford them every opportunity for vedic study and daily devotions. It is not unlikely that in course of time—and that before long—these schools may be rendered unnecessary when the period of transition is over; but, such schools are a necessary stage in this very process of transition. The pupils themselves must be made to realise that they are on the eve of a great transformation and that on their loyalty, purity of life and sincerity of purpose depends their bright future; that, while unnecessary delay is reprehensible, needless haste may wreck a great cause.

164. Some young Nambudiries with whom I discussed the matter urge the necessity for *compulsory* education. There is *prima facie* a case for compulsion; for, as I have already remarked, what is lacking in the parents in this case is the *will* and not the *means* to educate their children, and compulsion is

* Even now quite a number of the Nambudiri children attending schools belong to a section of the community which is not entitled to the study of the Vedas.

the most obvious and effective cure for such gross neglect of parental duty. There is, however, one serious difficulty. It is at any rate unusual to compel education beyond the *primary grade*; but, in the case of Nambudiri children *compulsory primary education is almost a superfluity*. Very few of them fail to receive in the usual course an education which is equal to that imparted in our elementary schools. Compulsory education, if it is to be of any advantage, will have to be applied to the secondary grade, and this to my mind is without any justification.

165. My suggestion, therefore, is again the grant of liberal concessions—concessions which will enable the children to carry on their education even if all ‘supplies’ are cut off from home.

(g) MEDICAL INSPECTION.

166. The need for frequent medical examination of school children is particularly great in a country like India the poverty of whose masses is successfully counteracting the efforts of educationists. Our school children in Cochin need very special care. Persistent ailments like Malaria and Hook-worm which gradually and almost imperceptibly undermine the health of children are quite common. The nature of our school buildings and the general scarcity of school furniture to which I have already referred have added to our troubles.

167. The main purpose of *medical inspection*, I take it, is to prepare the way for medical *treatment*; but, the present system of medical inspection is quite futile in that it makes hardly any provision for treatment. In spite of the strenuous efforts made by teachers to impress on parents the necessity for paying serious attention to the treatment of children who have been declared to suffer from diseases, very little heed is paid to such advice. The Education Department has neither the funds nor the facilities for giving medical aid to children who stand in need of it. There are at present three medical officers who conduct the medical inspection of school children. Government can realise what degree of individual attention these officers can pay to the examination of pupils. Diagnosis under such condition is bound to be hasty and erroneous in many cases. In the second place no arrangements are made to see that the children who are found to be diseased are properly treated and cared for.

168. I would call the attention of Government in this connection to another serious defect of the present system of medical inspection. The large majority of children remain outside the scope of medical inspection as these Medical Inspectors are to examine only children in secondary schools. I submit that the need for medical inspection is greater in the case of elementary schools. But, I can see no means of extending the scope of the present system to cover elementary schools.

169. One is struck by the utter futility of the whole arrangement; and the Chief Medical Officer himself under whose special province medical inspection falls suggested to me in May last that medical inspection may be totally abandoned. I could not agree to this; and I fear what I am going to propose may not be agreeable to him either.

170. If the system of decentralisation and the creation of local education authorities as suggested in this report meet with the approval of Government, I venture to propose that the Municipalities may be asked to conduct the medical inspection of the children attending schools in urban areas by the Municipal Health Officer and the school boards be authorised to appoint Ayurvedic Physicians under them to attend to the medical examination and treatment of children in rural schools. In regard to schools situated in towns which have no Municipalities the local Assistant Surgeon may be ordered to conduct the medical examination and treatment of school children and the present Medical Inspectors disbanded. I am aware this is not an ideal arrangement; but, I can think of nothing better in the present state of our finances.

(h) VOCATIONAL EDUCATION.

171. Vocational education is older than literary education. From the dawn of social existence the apprenticing of the child to some useful occupation was the only means of ensuring for it the means of subsistence. But, till very recently, in fact till the State began to own that it had some measure of responsibility

to provide its citizens with the equipment and opportunities for work, vocational education was wholly confined to the apprenticing of children under the supervision of the head of the household to the trade or occupation which had been followed by its ancestors. In Cochin, as in the rest of India, where the caste system not only formulated social distinctions but also defined economic functions the child knew no freedom in the choice of an occupation. With the growth of education and the rise of the Civil Services offering careers to all young men of talent irrespective of caste, the old barriers gradually broke down and the restriction of any kind of occupation to any particular class in society tended slowly to disappear. But, in place of the old caste-determinations of crafts there gradually arose a class of people—almost a new caste distinguished not by heredity or race but by occupation. I refer to the caste of “public servants”. It soon became the ambition of parents to win for their children a place in this new caste which was fairly prosperous in the beginning and not very difficult to enter. But with the over-crowding of this profession and the older learned professions, the education which served to turn out ‘clerks’ fell more and more into disfavour, and once more a truer perspective of the value of life and of education began to dawn. It was felt that education was beginning to be futile even as a “bread-winner” and that, a return to manual labour, if less dignified than before, was more imperative in view of the extreme difficulties which people had to face in the struggle for existence.

172. Vocational education was seized as a means of escape. If the un-theoretical apprenticing of a boy by his parent could enable him to carry on a trade or craft fairly successfully, the scientific instruction of pupils in the principles and practice of any craft ought to render them fit for at least earning a modest living. The State which had undertaken earlier the duty of imparting literary education was again appealed to, and it accepted the new task which was thus laid on it. The “Industry School” in England dates from the time of Joseph Lancaster and Mrs. Trimmer who advocated the teaching of vocations, particularly to girls. In Cochin the first industrial school under Government management was started in 1910 when the Dandayudhapani Technical Institution was taken over by the Sirkar. The new experiment was found successful on the limited scale on which it was tried, and rapidly new industrial schools were opened year after year. Even private agencies came forward to share the burden, and to-day there are in the State 43 schools—two Government Trades Schools, one Girls’ Industrial School and 21 Rural Industrial Schools under Government management and 19 Rural Industrial Schools owned and managed by private agencies. The total cost of industrial education came to Rs. 1,19,372—9—4 in 1917 and it is expected to be Rs. 1,14,400 this year.

173. To the casual outside observer everything seems to be going on splendidly, but to me who knows the actual condition of working of the industrial schools quite a different aspect of things is revealed.

174. (1) The enrolment of our industrial schools gives an altogether exaggerated notion of the practical common sense of the public which prefers the useful to the ‘high-sounding’ and sends its children in such large numbers to its industrial schools rather than to its secondary schools. The fact is these children have been drawn to the industrial schools in the past by the financial inducements offered by Government in the shape of *stipends for all*. That it is these stipends which keep these children in the industrial schools is proved by the fact that even a lowering of the amount of stipends affects the strength of these schools. In other words, there is not even now any general awakening as to the value of vocational education, and if we abolish our stipends we may also have to abolish a good many of the industrial schools also.

(2) I do not for a moment contend that the apathy is to be ascribed wholly to any want of intelligence or perspective on the part of the public. The kind and quality of education that is being imparted through these industrial schools are also largely responsible. Far from training up young people to any useful industry, many of the industrial schools impart instruction in industries which have but a limited “bread-winning” value, or have no chance of being followed except in certain special areas. In other words our industrial education suffers both (1) from want of concentration and (2) for want of specialisation.

175. (1) Want of intensive teaching will be evident to any one who enters the school even for the first time. In fact the teacher simply stands by the loom or the working bench and gives, when forced by the blunders of his pupils, a few practical hints. Even the most practical of handicrafts requires some theoretical knowledge of the structure and selection of materials, of the rudiments of calculation and of a fair knowledge of drawing and design. Most of our present instructors are themselves ignorant of this rudimentary knowledge and are therefore unable to impart it. Recently when two teachers from our Rural Industrial Schools—one a Headmaster—were sent to the Textile Institute, Madras, for further training the Director of Industries remarked that these persons were not fit to be placed in the senior class and must start from the beginning along with freshers. A better kind of instruction will come only with a better class of instructors with a better scale of pay. This is the first point requiring immediate attention.

(2) The specialisation I refer to is not in respect of pupils but in regard to schools. As far as pupils are concerned they need less specialisation than at present. All these industrial schools practically carry on the same work and teach identical industries. Weaving and mat-making are universal. In some parts of Cochin the grass needed for mats is not available and have to be bought at a high price. It must be obvious that in such a centre mat-making has little chance of being carried on by any considerable section of artisans who can afford to expend little more than their labour on the collection of raw materials. Weaving may be carried on in all schools as cotton has in any case and everywhere in Cochin to be bought, and the output of manufactured articles can never be in excess of actual demand. In remodeling these schools one essential to be borne in mind is the natural distribution of raw materials over the State and the consequent localisation of industries. Obviously it is of very little use to teach the boys of the Chittur Taluk any industry connected with cocoanut fibre while it would be an equally obvious omission if it is not taught in the Rural Industrial Schools at Veliyanad and Cranganur.

(3) Again, there is no standardisation in the industrial education given in our schools. Strict rules prescribing courses and periods of study have to be laid down, and examinations made more strict and frequent. In this connection I would point out that a four years' course is all that is needed in any of the major industries; any extension of time is bound to be wasted. At present a pupil takes up only one subject for instruction. This is insufficient and I suggest that in future there should be a grouping of subjects into "main" and "subsidiary" and a pupil should select one from each group.

(4) It is strange that agriculture which is our staple industry finds no place in the curriculum. This omission has to be rectified and agriculture introduced into both groups so that a boy may study it either as his "main" occupation or as a "subsidiary" one.*

176. I may conclude this section with a few extracts from one of my letters (C. No. 5939/07, dated 7th March 1932) to Government on this subject of vocational education.

"No topic could be more opportune at the present moment than that of vocational education. Discussions about the need for, and advisability of compulsory elementary education belong to the closing years of the 19th and the first decade of the 20th centuries; and even their echoes have died out in most countries where compulsion had been adopted and adopted with success. That "Education" should not be "sold" in a country where "vaccination is given" is a principle now accepted by all civilised Governments which consider the education of their citizens as one of their primary, ministrant functions. The growth of self-consciousness among the working classes has strengthened the conviction that elementary education is one of the elementary rights of modern citizenship; and, as a result of this conviction national expenditure on primary education has in recent years gone up by leaps and bounds.

* For a fuller account of the changes proposed in the courses of curricula of studies, please see Appendix No. XI.

"But these are all achievements that properly belong to the past or, at any rate which can be safely left to work themselves out; the one outstanding problem of the present day is the problem of vocational education. Elementary education will not and is not intended to lead children to any definite "careers"; and, as long as Government could safely ignore the cry of the "right to work" the problem of vocational education could be left wholly to private agency which is one way of postponing State-action. Apart from the merits of the controversy about the duty of the State to find work for all, it has come to be conceded by most Governments that it is at least one of their secondary duties to provide the means of educating the young for some useful vocation in life. Labour is coming to be recognised as a "national" asset and it will be inconsistent with this conviction if the State stood apart and did nothing to improve the quality of this asset and brighten the lives of those who supply it.

"The colossal increase in the volume of unemployment, particularly in this country, appears to be the result of a maladjustment in the sphere of the supply and demand for skilled labour. While millions of young men with a sufficiency of literary education are going from door to door in search of work, many industries, particularly, cottage industries are tending to die out for want of an adequate supply of skilled labour. There appears to be a *prima facie* case for greater attention to be paid to the training of industrial workers. To direct to some useful career the hourly increasing volume of the school-going population that is now 'drifting' from elementary to secondary schools is an immediate national necessity the urgency of which cannot be overestimated....

(i) SPECIAL SCHOOLS.

177. The case of special types of schools deserves special and separate consideration. I refer only to three of these here.

178. (1) *Sanskrit Schools*.—There are at present 13 sanskrit schools which are distributed as follows:—

Name of Taluk	Number
1. Cochin-Kanayaanur	6*
2. Mukundapuram	1
3. Trichur	3
4. Talappalli	1
5. Chittur	2

The total expenditure by the Government on Sanskrit education apart from what is incidentally given to the ordinary secondary schools comes to Rs 8,640 per annum. Considering the intimate relation which Sanskrit bears to Malayalam and to the general basis of our whole culture, I am constrained to remark that the attention that is at present paid to sanskrit schools is very meagre. These schools, if properly organised, are in my opinion the most suitable training ground for our elementary school teachers, and for this reason (if for no other) Government should in future devote greater attention and larger sums to the maintenance of these schools. If Government approve of my views in this matter, I shall submit a detailed scheme for placing our sanskrit schools on a satisfactory basis.

(2) *School of Music and Painting*.—I have already reported to Government on the need for such a special institution (please see my letters, dated 17th January 1932 and 10th February 1932, C. 5465/1107, Huzur D. Dis. 8617/1107 and D.3 9956/1107) and I have nothing to add here, except that this need is urgent in that it affects the quality of the specialists working in our schools.

(3) It is strange that so far we have made no provision in our State for the education of our blind, deaf and mute children**. It has not been possible to collect exhaustive statistics of such unfortunate little ones; but, more than sixty

* Please see Appendix XII.

** We are now giving a stipend of Rs. 6 per mensem tenable for 3 years to two of such children studying at Palamcottah.

parents have communicated to me their unhappy lot. We are doing quite a lot for the 'backward' and the 'depressed', and I earnestly hope that Government may be pleased to sanction a separate section of the Training Institution for the education of defective children. A few teachers may be sent to Palamcottah and got trained for this work, and a beginning made without delay to brighten the lives of those to whom nature has denied even the rudimentary rights of all living creation.

XII. CONCLUSION.

179. The main object of the Educational Survey, I trust, will be found to have been fulfilled by this report which I must, however, own leaves much to be desired. But, the main findings and the conclusions based on them will be found to be substantially accurate. There is ample ground for dissatisfaction with the present system of education; but there is not much foundation for the belief so commonly held that we have far too many schools. Some schools are unnecessary and they have either been abolished during the survey or are proposed to be abolished as a result of it. But, their number is not large. There is not much need for re-distribution of schools although a few have been recommended for amalgamation. If the recommendations of the survey are carried out we shall be left with 514 primary schools and 97 secondary ones which means that in the aggregate we shall have a school for every 2·3 square miles or one for every 1·3 square mile of inhabited area. In the main I have recommended that the closing of other schools of doubtful utility and the opening of new ones may be left to the decision of local public opinion to be ascertained through the local education authorities, so that the results of the survey will be complete only when these local bodies have worked for some time. Drastic changes have been proposed in the organisation of education, particularly of elementary education with a view to take the people into confidence and to hand over elementary education to popular bodies. The abolition of some of the schools and the changes proposed in the system of grants-in-aid will result in annual savings amounting to about Rs. 1,50,000 besides permanently placing on a friendly basis the relations between the Education Department and private educational agencies. The decentralisation of powers and responsibility to local education authorities will help to stabilise expenditure on education, at least for many years to come. The savings which will be rendered possible by the reforms advocated in the foregoing pages are not meant to be hoarded but spent on the numerous items of improvement which have been found to be necessary such as the provision of better school buildings and equipment, of facilities for physical exercise and recreation, for adult education and a more efficient and comprehensive system of medical inspection.

180. The creation of a more numerous body of Inspecting Officers is proposed together with some retrenchments in the higher grades so that more efficient inspection and more frequent visits to schools by the officers of the department may be possible. An Inspection Code defining the powers and responsibilities of the several grades of Inspecting Officers and a revised and up-to-date edition of the Education Code are appended.

181. I feel that my responsibility is very great in placing this report before Government. Every endeavour has been made to make as accurate a collection of data as possible and to spend protracted thought over their meaning. But, there is room for error, for small errors of fact and serious errors of judgment; and I would earnestly request Government to get this report closely examined before they take any action to give effect to all or any of the recommendations I have made. I would suggest the appointment of a committee with a suitable personnel.

* * * * *

182. I may be permitted to conclude this report with my sincere acknowledgment of the deep debt of gratitude I owe to Government for their unfailing sympathy and generous support throughout the whole course of this inquiry and to the public and the officers of the department for their loyal co-operation.

I have the honour to be,

Sir,

Your most obedient servant,

I. N. MENON,

Director.

APPENDIX I.
List of schools newly opened in

Serial No	Name of Schools	Remarks
1106.		
1	Sanskrit School, Chottanikkara	
2	Do Kanimangalam	
3	Nambudiri Balika Vidyalayam, Panjal	
4	Oda's School, Urakam	
5	Malayalam School, Thrikkannaya	
6	Pulaya Night School, Poopathy	
7	St. Antony's Night School, Mullurkara	
1107.		
1	Nayar Samajam Lower Primary School, Nayarangady	
2	K. V. N. S. Puthusseri	
List of Schools abolished in		
1106.		
1	A V P E S Vythala	Taken to Sirkar management.
2	Y M C A Nayadi School, Kaniampal	
3	G P V School, Kadangode	
4	Aided School, Chembuchira	
5	S S Araya N S Pallippuram	
6	S T M N S Puthiyedom	
7	St. George's N S Kadungamangalam	
8	Night School, Kanayannur	
9	Do Kanjiramittom	
10	Do Chethicode	
11	Do Vadavucode	
12	Do Chembuchira	
13	Do Annanad	
14	Do Koratty	
15	St. Antony's Night School, Koratty	
16	S N V N S Padiyur	
17	Night School, Pandinjattumuri	
18	Do Olarikkara	
19	Do Thiruvanikkavu	
20	Do Karamuck	
21	Do Kizhipillikara	
22	St. Joseph's Night School, Ollur	
23	Night School, Kuttallur	
24	S V N S Erinjipra	
25	B V N S Kandanasseri	
26	S A M N S Keecheri	
27	N S Vellattanjur	
28	D V N S Velloor	
29	Pulaya Night School, Tattamangalam	
30	Night School, Ayalur	
1107.		
1	Holy Cross School, Venduruthy	Amalgamated with St. Peter's School, Venduruthy
2	St. Mary's School, Ambakad	The school was found unnecessary
3	Aided School, Olarikkara	Converted into a Sirkar school
4	St. Lazar's School, Kadangode	Not necessary
5	B B Sabha School, Padinjattumuri	do
6	St. Thomas N S Malayattur	
7	Night School, Kadappuram	
8	Do Cheranellur	
9	S V N S Ernakulam	

Serial No.	Name of Schools	Remarks
1107—cont		
10	S J V: N S Narakkal	
11	N S Panangad	
12	Night School, Karanakodam	
13	Do Thekkumbhagam	
14	Do Vanmeethy	
15	Do Arakunnam	
16	Do Parappacode	
17	Do Varanthrapilly	
18	Do Trikkur	
19	Do Nandikara	
20	Do Mattathur	
21	Do Karukulangara	
22	Do Matayikkonam	
23	S H Night School, Kallettumkara	
24	Night School, Vallivattam	
25	Do Poolany	
26	Do Valoor	
27	S H Night School, Koratty	
28	Pulaya Night School, Poyya	
29	Night School for Adults, Mala	
30	St. Antony's N S Puliylakkunnu	
31	Night School, Porathuparamba	
32	Do Thazhakad	
33	Do Meladoor	
34	Do Muppliyam	
35	Do Chengalur	
36	Do Varadium	
37	Do Ambakad	
38	Islam Night School, Kokkai	
39	Night School, Nedupuzha	
40	Gokhale Memorial Night School, Trichur	
41	Tharakan's Night School, Aranattukara	
42	Night School, Manalur	
43	Do Anthikad	
44	Do Inchamudy	
45	Do Peringottukara	
46	Do Pullu	
47	Do Ettumuna	
48	Do Arattupuzha	
49	Do Payyur	
50	St. Joseph's N S Aloor	
51	Night School, Vellarkad	
52	Samajam Night School, Mangad	
53	Pulaya Night School, Padinjattumuri	
54	A U N S Chittanda	
55	P N S Kanjiracode	
56	St. Antony's N S Mullurkara	
57	Night School, Pynkulam	
58	Do Mayannur	
59	Do Kuthampully	
60	Do Pampady	
61	Do Perimpilavu	
62	T M N S Cranganur	
63	D C N S Lokamaleswaram	
64	Night School, Kattur	

APPENDIX II.

Number of Schools in the State. (Taluk-war with children under instruction.)

Serial No.	Name of the Taluk	High Schools			Lower Secondary Schools			English Primary Schools			Vernacular Primary Schools			Grand Total			Children under instruction	Remarks
		Sirkar	Private	Total	Sirkar	Private	Total	Sirkar	Private	Total	Sirkar	Private	Total	Sirkar	Private	Total		
1	Cochin-Kanayannur ..	6	11	17	2	18	20	4	3	7	27	151	178	39	183	222	49,958	
2	Cranganur ..	2	..	2	1	..	1	..	..	..	6	7	13	9	7	16	4,940	
3	Mukundapuram ...	3	2	5	2	7	9	..	1	1	34	78	112	39	88	127	28,446	
4	Trichur ...	5	5	10	1	14	15	4	2	6	27	66	93	37	87	124	31,686	
5	Talappalli ..	5	1	6	3	5	8	1	1	2	13	83	96	22	90	112	19,776	
6	Chittur ..	3	..	3	2	1	3	..	2	2	17	12	29	22	15	37	6,950	
	Total ...	24	19	43	11	45	56	9	9	18	124	397	521	168	470	638	1,41,756	

APPENDIX III.

List of Villages, population and No. of schools *in

Serial No.	Name of the Village	Population	No. of schools	Remarks
COCHIN-KANAYANNUR TALUK.				
1	Malayattur	2,497	2	
2	Kizhakkumbhagam	3,228	1	
3	Thekkumbhagam	3,114	2	
4	Vadakkumbhagam	3,832	5	
5	Chowerah	4,261	3	
6	Cheranellur	12,582	10	
7	Ernakulam	38,456	22	
8	Elankulam	11,840	8	
9	Vadavukode	816	1	
10	Kumbalam	10,560	7	
11	Maradu	9,940	6	
12	Poonithura	9,388	5	
13	Thekkumbhagam	3,717	3	
14	Nadamel	8,647	5	
15	Thiruvankulam	6,012	5	
16	Kurikad	2,420	3	
17	Kanayannur	2,640	4	
18	Mulanthuruthy	8,660	7	
19	Amballur	4,909	8	
20	Edakkatuvayal	4,603	5	
21	Kaippattur	2,192	2	
22	Kulayettikara	1,204	..	
23	Keechery	2,307	1	
24	Chennamangalam	15,570	12	
25	Pallipuram	13,696	10	
26	Kuzhuppilly	5,480	4	
27	Edavanakkad	8,901	7	
28	Nayarambalam	6,736	9	
29	Kadamakudi	5,733	6	
30	Narakkal	12,530	5	
31	Elankunnapuzha	15,542	12	
32	Mulavukad	9,559	5	
33	Mattancheri	39,645	8	
34	Palluruthy	14,316	10	
35	Kumbalanghy	16,374	10	
36	Chellanam	5,568	4	
37	Kananswar am	10,912	5	
CRANGANUR TALUK.				
1	Pullut	4,450	2	
2	Lokamaleswaram	10,054	5	
3	Methala	11,598	6	
4	Eriyad	9,838	1	
5	Azhicode	6,339	2	
MUKUNDAPURAM TALUK				
1	Varandrappilli	4,895	1	
2	Kallur	2,557	..	
3	Trikkur	4,065	3	
4	Nammanikkara	4,732	1	
5	Amballur	7,638	2	
6	Thorava	3,909	3	
7	Chengalur	3,882	1	
8	Nandipulam	2,728	1	
9	Muppiliyam	2,139	2	
10	Mattathur	9,485	4	
11	Kodakara	9,032	2	
12	Nellayi	3,257	..	
13	Parappukara	4,764	2	
14	Anandapuram	2,059	1	
15	Madayikonam	3,590	1	
16	Thottipal	3,155	..	
17	Porathisseri	5,360	2	
18	Karalam	5,984	4	
19	Kattur	6,921	3	

*Literary schools excluding Sanskrit schools and colleges are included.

Serial No.	Name of the Village	Population	No. of schools	Remarks
MUKUNDAPURAM TALUK, (cont).				
20	Edathirinji	4,010		
21	Manavalasseri	5,689	1	
22	Irinjala-kula	12,093	5	
23	Pullur	3,917	2	
24	Muriyad	2,681	1	
25	Kalletti-kara	2,336	1	
26	Kaoppasseri	3,064	2	
27	Velookara	3,177	2	
28	Poomangalam	4,911	3	
29	Padiyur	3,767	2	
30	Vallivattam	3,616	1	
31	Thekkumkara	4,531	2	
32	Vadakkumkara	2,982	..	
33	Kottanellur	4,182	4	
34	Thazhakad	4,372	1	
35	Alur	6,301	4	
36	Perambra	2,852	..	
37	Potta	2,549	..	
38	Elinjippara	1,656	1	
39	Kodasseri	4,010	1	
40	Pariyaram	7,291	7	
41	Melur	7,283	2	
42	Muringur-(Vadakkummuri)	1,712	1	
43	Kizhekke Chalakkudy	7,497	5	
44	Padinjara Chalakkudy	2,506	2	
45	Annallur	2,439	1	
46	Vadakkumbhagam	2,733	..	
47	Kallur-Vadakkummuri	8,116	9	
48	Muringur-Tekkummuri	3,152	..	
49	Kizhakkummuri	4,050	3	
50	Kallur-Thekkummuri	6,447	6	
51	Alathur	4,997	2	
52	Kuruvilasseri	2,624	..	
53	Kakkulisseri	3,727	1	
54	Thirumukkulam	4,163	1	
55	Madathumpady	1,184	1	
56	Poyya	3,908	4	
57	Vadama	4,620	6	
58	Pallipuram	2,104	1	
59	Karumatbara	1,128	1	
60	Edavilangu	6,952	3	
	Reserve Forests	802	2	
TRICHUR TALUK.				
1	Kaiparamba	1,812	..	
2	Anjur	2,883	2	
3	Avanur	1,689	1	
4	Thangalur	1,301	1	
5	Velappaya	1,224	1	
6	Choolissery	1,537	..	
7	Peramangalam	3,271	1	
8	Edakathur	2,103	1	
9	Thour	1,617	2	
10	Chittalapilli	1,562	1	
11	Chalakkal	1,505	..	
12	Adat	1,441	1	
13	Poranattukara	1,819	2	
14	Puzhakkal	2,379	1	
15	Kuttur	2,913	1	
16	Pottor	1,855	1	
17	Kolazhi	2,167	1	
18	Killannur	2,852	2	
19	Kurihikkara	801	..	
20	Vilvattam	3,701	1	
21	Viyyur	2,995	2	
22	Petingavu	486	..	
23	Trichur			
24	Poonkunnam	45,702	28	

Serial No.	Name of the Village	Population	No. of schools	Remarks
TRICHUR TALUK.- (cont.)				
25	Ayyanthole	2,903	1	
26	Pulali	2,465	1	
27	Aranattukara	3,082	3	
28	Koorkancheri	1,475	4	
29	Chiyam	4,349	1	
30	Kanimangalam	3,855	1	
31	Manakkodi	1,582	..	
32	Veluthur	1,852	..	
33	Parakkad	1,731	2	
34	Eravu	1,343	1	
35	Manalur	8,855	3	
36	Karamuck	7,059	4	
37	Padiyam	5,872	1	
38	Anthikad	4,718	3	
39	Vadakkumuri	5,234	1	
40	Kizhakkumuri	2,132	1	
41	Thaniyam	3,530	2	
42	Kizhupallikkara	2,488	1	
43	Kurumpilavu	5,399	2	
44	Chazhur	2,500	3	
45	Pullu	427	1	
46	Alapat	2,178	1	
47	Inchamudi	1,635	..*	
48	Cherpu	3,877	2	
49	Paralom	2,912	2	
50	Pallipuram	1,011	1	
51	Kodannur	2,078	1	
52	Venkinissery	1,264	..	
53	Palissery	2,104	1	
54	Avinissery	3,203	1	
55	Chevrur	4,723	3	
56	Urakam	5,542	6	
57	Arattupuzha	2,548	3	
58	Vallachira	3,772	1	
59	Edakkunni	4,479	1	
60	Ollur	6,767	4	
61	Nadathara	2,987	1	
62	Marathakkara	2,987	1	
63	Mannamangalam	91	..	
64	Puthur	2,660	1	
65	Kainur	903	1	
66	Mulayam	620	..	
67	Kozhukully	2,292	1	
68	Ollukkara	4,913	1	
69	Nettisseri	2,520	2	
70	Vellanikkara	1,064	1	
71	Madakkathara	2,041	1	
72	Pananchery	3,366	1	
TALAPPALLI TALUK.				
1	Kattakampal	5,074	2	
2	Palanji	5,685	4	
3	Kadavallur	3,959	2	
4	Petimpilavu	2,862	1	
5	Akathiyoor	1,444	..	
6	Karikkad	2,647	1	
7	Porkkolam	2,522	1	
8	Mangad	1,534	2	
9	Anjoor	3,350	2	
10	Kunnamkulam	11,626	12	
11	Kanippayyur	2,574	1	
12	Arthat	2,153	2	
13	Kandanasseri	4,636	2	
14	Alur	3,926	6	
5	Etanallur	2,745	2	

*N. S. Inchamudi was abolished recently.

Serial No.	Name of the Village	Population	No. of schools	Remarks
TALAPPALLI TALUK.—(cont).				
16	Choondal	4,304	2	
17	Chemmanthatta	2,295	3	
18	Chowwannur	3,510	1	
19	Chiramanangad	2,756	1	
20	Eyyal	1,969	2	
21	Vellarkad	1,855	1	
22	Kadangode	2,185	1	
23	Kariyannur	1,534	1	
24	Vellattanjur	2,516	1	
25	Chiranelur	2,706	..	
26	Velloor	4,010	4	
27	Thayyur	1,534	1	
28	Nelluvaya	2,382	..	
29	Thichur	2,129	1	
30	Arangottukara	1,087	..	
31	Thalasseri	680	..	
32	Varavoor	2,987	1	
33	Pulakkad	1,248	..	
34	Kottappuram	2,376	1	
35	Puduviruthi	1,719	1	
36	Mundathikkode	1,801	..	
37	Kilalur	778	..	
38	Peringandur	1,891	1	
39	Mnalur	1,264	..	
40	Parlikkad	1,635	1	
41	Vadakkancheri	7,704	4	
42	Cnittanda	2,640	2	
43	Kanjirakode	1,316	1	
44	Kumaranellur	642	1	
45	Enkakad	2,189	1	
46	Thekkumkara	2,521	3	
47	Manalithara	1,217	..	
48	Viruppakka	627	..	
49	Ka. umathara	970	..	
50	Attur	1,758	..	
51	Mullurkara	3,790	1	
52	Nagumpura	3,600	..	
53	Desamangalam	2,739	1	
54	Paliur	2,440	..	
55	Cheruviruthi	3,533	2	
56	Panjal	1,786	2	
57	Pynkulam	3,553	1	
58	Venganellur	3,277	..	
59	Killimangalam	2,976	1	
60	Thonukara	2,527	1	
61	Chelakkara	3,871	4	
62	Kurumala	1,032	1	
63	Pangarappilli	947	..	
64	Elanad	1,26	1	
65	Vennur	773	1	
66	Pulakkode	1,471	1	
67	Salayannur	5,203	2	
68	Vadakkethara	3,217	7	
69	Chelakod	1,400	1	
70	Kodali	3,169	1	
71	Mayannur	2,942	1	
72	Kaniyarkode	5,695	5	
73	Thiruvilluamala	4,884	3	
74	Pampady	1,481	1	

Serial No.	Name of the Village	Population	No. of schools	Remarks
CHITTUR TALUK.				
1	Eravattapparapadi	1,945	1	* Very close to Chittur and Tattamangalam.
2	Therampadi	969	...	
3	Ozhalapadi	2,847	1	
4	Attempadi	524	...	
5	Vadakarapadi	3,946	..	
6	Kolinjampara	5,886	3	
7	Manchikunnampadi	1,750	...	
8	Eruthempadi	2,898	2	
9	Kolippadi	2,510	1	
10	Valiavallampadi	3,651	...	
11	Nallepilli	8,842	3	
12	Thekedesam	3,209	..	
13	Kuttipallam	892	...	
14	Kunnamkattupadi	347	..	
15	Moolathara	1,644	1	
16	Perumatti *	6,822	..	
17	Chittur	25,376	5	
18	Tattamangalam		5	
19	Pattancheri	7,243	2	
20	Aylur	5,264	2	
21	Kairady	1,479	2	
22	Thiruvazhiyad	2,563	2	
23	Nemmara	9,582	5	
24	Pothundy	270	...	
25	Vallanghi	3,989	2	

APPENDIX IV.

Serial No.	Name of school	Nature of school building	Remarks
1	Paliyam High School, Chennamangalam	...	Incomplete. Needs improvement
2	St. Sebastian's High School, Gothuruthi	..	Insufficient and unsatisfactory
3	Rama Varma Union High School, Chera	..	Needs extensions
4	L. M. C. Girls' High School, Chathiath	..	Fair
5	St. Albert's High School, Ernakulam	...	Good
6	St. Teresa's Convent Girls' High School, Ernakulam	..	Fair
7	S. H. High School, Chenganad	..	Fair
8	T. D. High School, Cochin	..	Very unsatisfactory
9	Mangayil High School, Maradu	.	Fair
10	St. Sebastian's High School, Palliviruthi	..	Needs more space
11	St. Peter's High School, Kumbalangi	...	Unsatisfactory and insufficient
12	Pompei St. Mary's High School, Kattur	...	Fair for present needs
13	S. H. Convent Girls' High School, Chalakkudi	...	Fair
14	St. Thomas' High School, Trichur	..	Fair
15	C. M. S. High School, Trichur	.	Good
16	Vivekodayam High School, Trichur	..	Needs improvement in minor details
17	S. H. Convent Girls' High School, Trichur	...	Fair
18	C. N. N. High School, Cherpu	...	Good
19	D. V. High School, Velloor	..	Needs more space

APPENDIX IV—(cont).

Serial No.	Name of school	Nature of school building	Remarks
1	High School, Ernakulam	Sirkar	The existing building is far from satisfactory, but it is going to be shifted to a new building
2	Girls' High School, Ernakulam	do	Good. More accommodation may be required as the school is growing rapidly
3	High School, Narakkal	Handed over to Government by a Committee	Accommodation is insufficient, but otherwise it is fair
4	Do Trippunittura	Sirkar	Fair
5	Girls' High School, Trippunittura	do	Fair
6	High School, Mulanthuruthy	Handed over to Government by the management	Accommodation quite insufficient and buildings scattered and unsuitable
7	High School, Chalakkudi	Building for the High School classes given free by the public	Very fair
8	Girls' High School, Irinjakkuda	Sirkar	Good, but needs more accommodation
9	High School, Irinjakkuda	do	Good
10	High School, Trichur	do	Fair. Needs alterations
11	V. G. School, Trichur	do	Needs extension and out-right repair
12	High School, Kandasankadavu	do	Needs extension. Ground-space is insufficient
13	High School, Perirgottukara	Two sheds surrendered to Sirkar. The rest put up by Sirkar	Insufficient and unsatisfactory
14	High School, Ollur	Rented	Unsatisfactory
15	High School, Kunnankulam	Sirkar	Fair. Needs slight alterations
16	Girls' High School, Kunnankulam	Two buildings given free to the Government	Fair
17	High School, Vadakkancheri	Sirkar	Insufficient in extent and unsatisfactory
18	High School, Chelakara	do	Needs far more space
19	High School, Thiruvilluamala	Surrendered to Government by the public	Needs improvements and minor alteration
20	High School, Chittur	Purchased by the Sirkar	Needs extension
21	V. G. School, Chittur	Sirkar	Good
22	High School, Nemmara	do	Fair. Needs more space
23	High School, Cranganur	do	Fair
24	Girls' High School, Cranganur	do	Fair

APPENDIX V.
Classified strength of Literary Teachers.

No.	Qualifications	Trained			Untrained			Grand Total		
		Males	Females	Total	Males	Females	Total	Males	Females	Total
1	Graduates ..	152	38	190	209	21	230	361	59	420
2	Undergraduates ..	82	14	96	43	16	59	125	30	155
3	School Finals ..	541	156	697	519	131	650	1,060	287	1,347
4	Unpassed hndas ..	963	229	1,192	584	100	684	1,547	329	1,876
	Total ...	1,738	437	2,175	1,355	268	1,623	3,093	705	3,798

APPENDIX VI.

**Proceedings of the Government of Her Highness the Maha Rani Regent
of Travancore.**

Read again:—

1. Rules defining the duties and powers of the Director of Public Instruction, dated the 28th February 1909, and subsequent amendments.
2. G. O. No. E. 1253, dated the 24th June 1912, regarding devolution of powers on the officers of the Education Department.

Read also:—

3. Letter No. 508, dated 11th January 1926, from the Secretary to Government, on special duty.
4. D. O. No. 1176/1103, dated the 8th August 1927, and its enclosures, from Mr. J. Stephenson, Director of Public Instruction.
5. D. O. No. S. 12, dated the 23rd October 1930, with its enclosures, from Mr. E. G. McAlpine, Director of Public Instruction.

Order R. Dis. No. 1011 of 31/Edn., dated Trivandrum, 10th August 1931.

Government have considered the proposals of the Secretary to Government on special duty relating to the delegation of administrative and disciplinary powers to the officers of the Education Department, and the further letters from the Director of Public Instruction on the subject, and they have resolved to sanction the following revised powers to these officers.

Administrative Powers.

1. The Director of Public Instruction.

It shall be competent to the Director:—

1. to sanction grants within the limits of the budget provision and in accordance with the Education Code:—

(i) Under rule 146 (a), (b) and (c) to all Educational Institutions except Colleges;

(ii) Under Rule 146 (d) to all Educational Institutions except Colleges, not exceeding Rs. 2,500 in each case.

Note—Grants under Rule 146 (c) for the erection or extension of hostels shall be sanctioned only by Government;

(iii) Under Rule 146 (f), (g) and (h).

2. to sanction maintenance grants to hostels and Orphanages in accordance with the rules laid down by Government.

3. to withdraw temporarily or permanently, wholly or partly, any grant-in-aid, provided, however, firstly, that in the case of High Schools, no grant shall be withdrawn, either wholly or partly, either permanently or for a period exceeding six months, except with the previous approval of the Government, and secondly, that no grant shall be permanently withdrawn, either wholly or partly, except after obtaining and considering the explanation of the manager;

in the case of withdrawal of grants an appeal shall lie to the Government against the order of the Director if preferred within 30 days from the receipt of notice or copy of the order;

4. to select teachers in the department for training in (a) the Training College and (b) The English Training Schools;

5. to prescribe Christmas or Onam holidays for schools;
6. to appoint Superintendents, Examiners, and Question paper setters, for all examinations under his control, and to cancel any such appointment. The power of appointment of the Common Board of Examiners and the Chief Examiners for the School Leaving Certificate Examinations, English and Vernacular, and the Vernacular Higher Examination will, however, rest with the Government;
7. to incur all contingent expenditure in connection with the conduct of the public examinations of the department subject to any rates which may be prescribed from time to time by the Government;
8. to approve of the acceptance by Professors of Colleges, of Examinerships and Superintendentships offered by the Madras University or a foreign University and the fees therefor, irrespective of the amount of fees;
9. to accord permission to the teachers in the department to change their names;
10. to dispose of unserviceable articles when the book value does not exceed Rs. 250 in each case;
11. to write off unserviceable articles including damaged and worn out scientific appliances and apparatus whose book value does not exceed Rs. 100 in each case;
12. to write off irrecoverable arrears of revenue not exceeding Rs. 50 in each case;
13. to sanction the sale by auction of all standing and fallen trees and plants in grounds under the control of the Education Department and to order the removal of standing trees and plants;
14. to sanction the disposal by auction of dismantled school buildings;
15. to sanction such endowed scholarships, prizes and medals the award of which is vested in him by the rules of the endowments;
16. to relax the conditions laid down in Rules 97 and 99 of the Education Code in regard to hours of school work in special cases;
17. to grant exemptions from the rule regarding the minimum number of working days for schools (Rule 100 of the Education Code);
18. to modify or alter the dates for the collection of fees in all departmental institutions;
19. to open higher classes in incomplete departmental schools of any grade and additional divisions of classes in all departmental schools, provided that the expenditure can be met from the lump sum grants made specifically for the purpose in the budget;
20. to grant exemptions to candidates from appearing for the whole of the Vernacular Higher Examination;
21. to sanction subsistence allowance to officers placed under suspension and dismissed and reinstated, provided the extra cost does not exceed Rs. 200 and the suspension does not exceed six months;
22. to sanction the acceptance by the non-gazetted members of the department, of honorary offices in Co-operative Societies and the remuneration therefor up to Rs. 100 in each case;
23. to appoint the temporary staff required from year to year for the conduct of the work in connection with the examinations under the control of the department, meeting the charges from the budget for examination charges;
24. to depute members of his office staff or of his establishment in connection with the printing of question papers for examinations;
25. to fix the head-quarters of subordinate Inspecting Officers of the department;
26. to grant exemptions in connection with the minimum age for the examinations under the control of the department, when the deficiency in age exceeds one year.
27. to grant exemptions from the operation of the rule prescribing minimum attendance for candidates for the E. S. L. C. V. S. L. and V. H. Examinations, in all deserving cases, when the deficiency in attendance exceeds 5 per cent.
28. to accord administrative sanction for works (original or repairs) up to Rs. 1,000;
29. to sanction the journeys on duty of non-gazetted officers of the department outside the State;
30. to sanction excursion charges of the students of Colleges and schools for practical instruction subject to budget provision;
31. to rent buildings for schools in cases of necessity when the rent in each case does not exceed Rs. 50 per mensem subject to budget provision;
32. to sanction renewal of badges, belts and uniforms of menial servants, once in two years, when there is budget provision for the purpose;
33. to sanction advertisement charges up to Rs. 25 in each case;
34. to sanction halting allowances for halts in excess of ten days in the case of the non-gazetted officers of the department;
35. to sanction the purchase of taluk maps;
36. to sanction re-appropriation of funds up to Rs. 500 from one minor head to another, provided that no re-appropriation of funds is made from the heads 'Salaries and establishment' and 'Allowances';

37. to sanction exemptions from age bar in the case of non-gazetted officers provided the officer concerned is not more than 30 years of age and was first entertained in the public service before attaining the age of 25;

38. to sanction the investigation under Article 15 of the Account Code of the arrear claims of non-gazetted officers of the department to arrear pay or allowance or increments; and

39. to sanction the vacation duty of officers other than Principals of Colleges.

xx xx xx xx xx xx xx xx

xx xx xx xx xx xx xx

(By order)

K. GEORGE,

Chief Secretary to Government.

To

The Director of Public Instruction.

.. Account Officer.

.. Gazette.

.. Press Room.

APPENDIX VII.

The Inspection Code.

1. The following rules relating to the organisation, jurisdiction, powers and duties of the Inspecting Officers of the Education Department are issued under the authority of the Government of Cochin, and no alteration to them shall be valid unless expressly sanctioned by Government and published in the Government Gazette. The Director of Public Instruction is, however, authorised to issue in the form of Standing Orders or departmental circulars such interpretations of the provisions as may appear to him to be necessary to carry out the purpose of these rules.

2. These rules shall be known and referred to collectively as the Inspection Code.

3. Inspecting Officers are expected to be thoroughly conversant with the provisions of this Code and in cases of doubt, it is their duty to apply to the Director of Public Instruction for a clear ruling.

4. The terms used in this Code are used in the same sense as they bear in the Cochin Education Code.

CHAPTER II.

The organisation and Jurisdiction of the Inspecting Officers.

5. The Inspectorate shall consist of

- (1) One Inspector of Schools.
- (2) One Inspectress of Schools.
- (3) Five Deputy Inspecting Officers.
- (4) Three Junior Deputy Inspecting Officers.
- (5) Superintendent of Vernacular Education.

6. In addition to the officers mentioned in the previous rule, the Director may, with the sanction of Government, depute any officer of the department as an Inspecting Officer for any particular or special purpose.

7. All secondary boys' schools in the State and Cranganur and all primary schools in the Taluks of Mukundapuram, Trichur, Talappalli and Chittur shall be under the administrative control of the Inspector of Schools.

8. All secondary girls' schools in the State and all primary schools in the Cochin-Kanayannur Taluk and in the Principality of Cranganur shall similarly be under the control of the Inspectress of Schools.

9. The inspection of secondary and English primary schools, shall be conducted by the Inspector and by the Inspectress. They shall also visit at least 25 Vernacular primary schools and inspect 10 Vernacular primary schools with a view to see that the inspection work of their deputies has been efficient.

10. The Deputy and Junior Deputy Inspecting Officers shall have direct administrative control over the Vernacular primary schools within their respective jurisdictions which are allotted as follows.*

(1) Cochin-Kanayannur Taluk
and Cranganur

(2) Mukundapuram

(3) Trichur Taluk

(4) Talappalli Taluk

(5) Chittur Taluk

1. Deputy Inspecting Officer, Ernakulam.
2. Deputy Inspecting Officer, Mattancheri.
3. Junior Deputy Inspecting Officer, Cranganur.
1. Deputy Inspecting Officer, Chalakkudi.
2. Junior Deputy Inspecting Officer, Irinjakkuda.
- Deputy Inspecting Officer, Trichur.
- Deputy Inspecting Officer, Vadakkancheri.
- Junior Deputy Inspecting Officer, Chittur.

*The actual number of schools in the jurisdiction of each of the several educational districts can be fixed later on.

(6) The Superintendent of Vernacular Education—the Sanskrit Schools. He will also exercise a general control over the teaching of Sanskrit and the Vernaculars in the secondary schools.

CHAPTER III.

Duties and powers of Inspecting Officers.

11. It shall be the duty of the Inspector and Inspectress of Schools,

(a) to control and be responsible to the Director of Public Instruction for the efficient working of all the educational institutions in their charge,

(b) to supervise the work of all the officers and servants subordinate to them and to bring to the notice of the Director of Public Instruction any cases of neglect or dereliction of duty on their part,

(c) to have a full and accurate knowledge of the condition of education in their jurisdiction and of the curricula of studies obtaining in the different grades and kinds of schools in their charge and to report to the Director of Public Instruction any changes which they may deem desirable in either the distribution or gradation of schools, in the syllabuses, in the staffing of schools or grading of teachers,

(d) to visit and inspect the secondary and English primary schools under their control in accordance with the provisions of this Code and report on them to the Director of Public Instruction; to visit a percentage (to be fixed by the Director of Public Instruction) of Vernacular primary schools and to check the inspection work of the Deputy Inspecting Officers under them,

(e) to review the inspection and visit reports of all the primary schools inspected or visited by the Deputy Inspecting Officers,

(f) to check all bills and accounts passed or countersigned by them and to exercise the strictest possible economy in the expenditure of public money,

(g) to check and pass the grant bills of all the secondary and English primary schools placed in their charge,

(h) to submit on or before the due dates to the Director of Public Instruction or the Comptroller of Accounts or any other officer as ordered by Government such periodical returns as are prescribed by the rules,

(i) to serve witness summons and prohibitory orders concerning the officers in all schools,

(j) to be in charge of the public libraries in the taluk headquarters,

(k) to conduct all enquiries in secondary and English primary schools and such others as the Director of Public Instruction may direct.

12. The Inspector and the Inspectress of Schools shall have the power,

(a) to sanction expenditure of all kinds relating to their own offices and to institutions placed in their charge within the sanctioned budget allotment except in cases where the sanction of a higher authority than the Head of the Department is required by the rules. Bills for all such items of expenditure should be submitted to the Director of Public Instruction for countersignature,

(b) to sanction all P. C. R. estimates for Rs. 200 and below,

(c) to carry on the correspondence relating to all aided secondary and English primary schools including the approval of the staff lists (literary and specialists) granting of leave, increment, etc., to them,

(d) to draw bills of their own offices and those of the English primary schools under them, to appoint their peons and to grant casual leave to the clerks, attenders and peons of their own offices and to the teachers and menials in English primary schools, to the heads of secondary schools and the Deputy and Junior Deputy Inspecting Officers,

(e) to dispose of papers connected with the admission and transfer of pupils in secondary and English primary schools, the issue of duplicate transfer certificate, change of date of birth and names, approval of promotion lists, exemption from the rules regarding minimum attendances except in cases where Government sanction is required, grouping of schools for conferences and comparative examinations and payment of fees of all kinds,

(f) to sanction the closing of secondary and English primary schools for local holidays provided they are compensated either before or after, grant of school buildings for holding meetings of a non-political nature or public functions without prejudice to school work, the holding of morning and evening classes, etc.

(g) to correspond directly with the Comptroller of Accounts in matters relating to (a) pre-audit of bills and (b) objection slips regarding bills of all kinds they have power to sanction.

13. It shall be the duty of all Inspecting Officers irrespective of their rank to advise and assist managers and teachers in all matters relating to organisation, discipline, teaching, equipment, etc. The Inspecting Officers will go through their Districts regularly staying in every village a sufficient time to arrange educational matters and to advise on them. They should make full arrangements for doing their office work while on tour.

14. They should administer the rules of the department with fairness and strict impartiality and should be accessible and courteous to all persons who have legitimate business to transact with them.

15. The Inspecting Officers shall select teachers for secondary and elementary training subject to the approval of the Director of Public Instruction.

16. They shall inspect and report on the working of public and village libraries and reading rooms situated within their jurisdiction.

17. The Inspector and the Inspectress of Schools shall have the power to withhold temporarily the whole or any part of the grant of any of the secondary and English primary schools the passing of which is vested in them, reporting promptly to the Director of Public Instruction all such cases of withdrawal.

18. It shall be the duty of the Deputy and Junior Deputy Inspecting Officers.

(a) to visit and inspect all the Vernacular primary schools and libraries placed under them and report to the Inspector or the Inspectress of Schools as the case may be, and

(b) to conduct all enquiries connected with the Vernacular primary schools and report on them to the Director of Public Instruction.

19. They shall have the power

(a) to check-measure the P. C. R. works of the Sirkar primary schools under their respective jurisdiction,

(b) to dispose of all correspondence relating to the aided Vernacular primary schools including the approval of the staff lists (literary and specialists), granting of leave, increments, etc., to them,

(c) to draw the pay, T. A., contingent, etc., bills of their own offices and the Vernacular primary schools under them, to appoint their own peons and the masapadies of Vernacular primary schools and to grant casual leave to the clerks, attenders and peons of their own offices and to the teachers and menials in the Sirkar primary schools under their charge; they shall be competent to lease out school compounds of Sirkar schools, sanction the sale of usufructs and the disposal of old and unserviceable articles by auction,*

(d) to approve of the promotion lists (half-yearly and annual) of Vernacular primary schools,

(e) to dispose of all papers connected with the admission and transfer of pupils to Vernacular primary schools under them, and

(f) to dispose of papers regarding exemption of pupils in Vernacular primary schools from the operation of the rule regarding minimum attendance to sit for the annual examinations,

(g) to grant local holidays to schools under their jurisdiction provided they are compensated before or after.

CHAPTER IV.

Registers, records and periodical returns

20. The following registers and records shall be maintained by the Inspector and Inspectress of Schools.—

1. Permanent advance register
2. Cash book
3. T. A. expenditure register
4. Pay and T. A. bills and acquittance rolls
5. Contingent registers
6. Register of half-fee concessions
7. Attendance register
8. Register of recognised school staff
9. Office order book
10. List of departmental schools
11. Do of aided schools
12. Do of recognised but unaided schools
13. Civil list of Sirkar school teachers
14. Monthly circuit diary
15. Establishment register of Sirkar schools
16. Register of periodicals, magazines, library books, etc
17. Register of valuables
18. Inspection register
19. Punishment register
20. Security register
21. Register of applications for copies of documents
22. Register of periodical returns
23. Bill register and objection slip register
24. Current register
25. Petition register
26. Disposal register
27. Despatch register and local delivery book
28. Register of service labels
29. Do of postages incurred
30. Do of stationery articles
31. Do of printed forms
32. Do of furniture and stores
33. Do for the destruction of records
34. File books of circulars and service orders issued and received by them.

* They shall also maintain and submit all accounts concerning the Vernacular primary schools under them.

Director's sanction is necessary for writing off furniture, books, etc., without compensation.

35. Grant bill register showing progress of expenditure
36. Grant-in-aid audit register
37. Register of fee collections in aided schools
38. P. C. R. Register
39. Register of original works sanctioned and executed
40. Register of licenses and permits under their custody
41. Casual leave register
42. Register of expenditure sanctioned
43. Collecting officers' register of receipts
44. Disbursing officers' register of expenditure
45. Register of compounds leased

21. The Deputy and Junior Deputy Inspecting Officers shall maintain the registers (Nos. 1 to 35 and 40, 41, 43, 44 and 45 prescribed for the Inspector and the Inspectress of Schools) in so far as they relate to the Vernacular primary schools placed under their administrative control.

22. The Inspector and Inspectress of Schools shall send to the Director of Public Instruction the following periodical returns:—

Monthly.—

1. Circuit diary and tour programme
2. Absentee statement of teachers
3. Pupils' attendance report of Sirkar schools
4. Do do of aided schools
5. Statement of receipts and disbursements (of offices and schools)
6. Statement of outstandings
7. Statement of receipts and disbursements of unaided private schools
8. Statement of appointments for which security is necessary

Quarterly —

9. Consolidated statement of appointments, leave, promotion, etc.
10. Caste-war statement of new appointments

Half-yearly:—

11. Consolidated casual leave statement
12. Progress report of P. C. R. works
13. Statement of inspection work
14. Casual leave statement of inspecting officers
15. Civil list
16. Condition of type-writers
17. Certificate regarding the verification of library books
18. Return of closing of schools

Yearly:—

19. Statement of aided schools
20. Furniture verification return (including the condition of bells, clocks etc.)
21. Return of Europeans and Eurasians
22. Statement of destruction of records
23. Landed property statement
24. Business statement
25. Detailed statement of establishment
26. 55 years statement
27. Return of officers lent to foreign service
28. Administration Report
29. Application for allotment under P. C. R.
30. Budget and revised estimates for State schools
31. Do do Hostels
32. Do do Cranganur schools
33. Indent for stationery articles.
34. Do for printed forms
35. Acknowledgment of permanent advance
36. Report on the working of libraries
37. List of works to be done by the P. W. D.
38. Return of security certificates

23. The Deputy and Junior Deputy Inspecting Officers shall send to the Director of Public Instruction all the returns except items 12, 16 and 37 prescribed for the Inspector and the Inspectress of Schools. These shall only refer to the Vernacular primary schools and the office establishment of these officers. They shall also forward copies of items 1, 13, 28, 30 to 32 and 36 to the Inspector or the Inspectress (as the case may be) for information.

CHAPTER V.

Procedure at Inspections.

24. Three days' notice of the annual inspection shall be given by the Inspecting Officer to the Headmasters in the case of primary schools and five days' notice in the case of secondary schools. No notice shall be given regarding any other visit by the Inspecting Officer.

25. The annual inspection shall be conducted during school hours and in the school premises. It shall be conducted and the results recorded in accordance with such instructions as may be issued by the department from time to time.

26. No teacher should be criticised in the presence or hearing of pupils. If a teacher shows signs of incompetency or slackness it is the duty of the Inspecting Officer to bring this fact to the notice of the Director of Public Instruction or of the Manager in the case of aided schools. A conference should be held with the staff at the close of inspection.

27. Inspections should be made with reference to the remarks and instructions given on previous occasions so that the series of inspection reports on a school may constitute a consistent body of cumulative and constructive criticism which may help and guide the development of the school.

28. The text-books in use should be carefully scrutinised with a view to prevent the use of books not approved by the department.

29. Each Inspecting Officer should keep a list of uncertificated teachers who are young enough to be sent for training. Each Inspecting Officer should see that timely intimation is furnished to the Director of Public Instruction for selecting from the list those who are most fit to undergo training.

30. Inspecting Officers are expected to make a special note of any deviation from rules or any deficiency in the matter of the adequacy of staff, the suitability of time-tables of work and curricula, the adequacy of accommodation, playground space, and equipments, the maintenance of school records, etc.

31. Inspecting Officers should so conduct themselves that their behaviour may be a model for teachers. Cordial co-operation of Inspecting Officers and Managers is indispensable for the welfare of schools. All appearance of "dictating" orders to Managers should be avoided, while it should be made perfectly clear that attention to remedying defects is a necessary condition of the continuance of recognition and aid.

32. Inspecting Officers are advised to bear in mind the general instructions contained in the following extract from the Government of India Resolution on Education (1904):—

"Inspecting Officers should be much more than mere examiners. They should not only judge the results of teaching, but should guide and advise as to its methods; and it is essential that they should be familiar with the schools in their ordinary working conditions. The work of the schools should be defined with reference rather to the courses of instruction followed than to the examinations that have to be passed and rigid uniformity either in the arrangements of subjects or in the classification of scholars should be avoided, free play being given to the proper adaptation of the working of the schools to their local circumstances."

33. The results of annual inspection shall be embodied in a report of which two copies shall be prepared. The first copy shall be forwarded within a week of the inspection by the Inspecting Officer to his immediate superior for his orders. On receipt of orders, the Inspecting Officer shall insert in the second copy a copy of the orders passed and shall forward the second copy to the Manager or correspondent who shall attend to the suggestions made by the department for the remedying of defects noticed at inspections.

34. Besides annual inspections of schools, it is the duty of the Inspecting Officer to visit the schools as frequently as his programme will permit and supervise in a general way the welfare and progress of the schools in his jurisdiction.

APPENDIX VIII.

Office of the Director of
Public Instruction,
Trichur,
3rd March 1926.

CIRCULAR.

In continuation of this Office Circular, dated 6th December 1925, C. No. 4631/99, Inspecting Officers, managers and heads of schools, are requested to suggest to qualified young men who are in search of employment the opening of new elementary schools in neglected areas as a suitable channel of activity offering them scope for work of a most useful kind. By visiting such places and influencing local leaders and guardians of children, it should be possible to bring new schools into existence, which would provide them with useful occupation, and, at the same time, help to shed light in dark regions by the spread of knowledge. The department would be glad to encourage such young men who show by their energy and enthusiasm that they are deserving of help. There are very many localities in the State hitherto unprovided with schools of any kind where new schools could easily be opened, towards which the department would be prepared to render every possible assistance. Schools that are intended for the benefit of the backward and depressed communities will have a special claim on the bounty of the State.

C. MATTHAI,
Director.

APPENDIX IX.

Expenditure on Education, 1106 M. E.

Serial No.	Head of Expenditure	State	Cranganur	Total
1	Direction and Inspection	58,765	..	58,765
2	Collegiate Education	1,08,768	..	1,08,768
3	Secondary Education	4,03,684	30,403	4,34,087
4	Primary Education	7,36,233	29,608	7,65,841*
5	Government Training Institution	40,278	..	40,278
6	Miscellaneous	55,632	..	55,632
	Total	14,03,360	60,011	14,63,371

Besides, Rs. 34,410 is also incurred from the Depressed Class Budget.

APPENDIX X.

Cost of Aided Schools within the Municipal limits.

I. MATTANCHERI.

		Cost per annum.*		
		Rs.	As.	Ps.
1	St. Sebastian's High School, Palliviruthi (U. S. D. Unaided) ..	1,995	0	0
2	T. D. High School, Cochin ..	3,270	14	0
3	St. Thomas' School, Palliviruthi ..	863	9	0
4	St. Joseph's School, Chullikal ..	333	10	0
5	A. M. A. School, Kochangady ..	476	14	0
6	T. D. Girls' School, Cochin ..	1,072	11	0
7	S. K. V. School, Cochin ..	169	7	0
8	L. L. Church School, Mattancheri ..	1,110	12	0
9	B. S. School, Moolankuzhi ..	732	12	0
10	N. P. School, Moolankuzhi ..	1,282	11	0
11	H. I. N. School, Kochangady ..	110	6	0
	Total ..	11,418	10	0

II. ERNAKULAM.

1	S. R. V. L. S. School, Ernakulam ..	1,813	0	0
2	St. Albert's High School, Ernakulam ..	1,625	9	0
3	St. Joseph's L. S. School, Chathiyath ..		Unaided	
4	St. Teresa's Girls' High School, Ernakulam ..	6,615	2	0
5	St. Mary's L. S. G. School, Ernakulam ..	982	14	0
6	L. M. C. G. High School, Chathiyath ..	1,260	9	0
7	Kilamanaparamba School ..	755	1	0
8	St. George's School, Perumanur ..	1,986	1	0
9	Jews' School, Ernakulam ..	1,263	13	0
10	M. I. V. P. School, Ernakulam ..	775	8	0
11	H. I. J. E. School, Ernakulam ..	500	10	0
12	St. Augustine's English School, Ernakulam ..	1,002	12	0
13	S. M. School, Ernakulam ..	693	5	0
14	St. Antony's Girls' School, Ernakulam ..	1,718	13	0
15	St. Francis Church School, Ernakulam ..	782	4	0
16	L. M. C. M. Girls' School, Chathiyath ..	618	1	0
17	L. M. C. Boys' School, Chathiyath ..	1,889	4	0
18	Union School, Thrikkannarvattam ..	1,101	0	0
19	St. Joseph's Ragged School, Ernakulam ..	150	0	0
	Total ..	25,533	10	0

III. TRICHUR.

1	Vivekodayam High School, Trichur ..	3,618	1	0
2	C. M. S. High School, Trichur ..	3,171	15	0
3	St. Thomas' High School, Trichur ..	2,164	0	0
4	Tharakan's L. S. School, Aranattukara ..	740	4	0
5	C. S. C. E. School, Trichur ..		Nil in 1106.	
6	Nambudiri Vidyalayam, Trichur ..	1,110	4	0
7	S. H. C. Girls' High School, Trichur ..	4,937	13	0
8	Vivekodayam L. S. Girls' School, Trichur ..	3,446	11	0

* The figures given are the actuals of 1106.

		Rs.	As.	Ps.
9	St. Joseph's L. S. Girls' School, Trichur	2,067	12	0
10	M. T. S. L. S. Girls' School, Trichur	Nil in	1106.	
11	C. M. S. E. Girls' School, Trichur	605	14	0
12	M. T. S. M. Girls' School, Trichur	1,161	7	0
13	St. Clares V. P. Girls' School, East Fort Gate, Trichur	482	10	0
14	St. Anne's M. Girls' School, West Fort Gate, Trichur	624	7	0
15	C. M. S. Parish Boys' School, Trichur	1,000	15	0
16	Z. M. School, Vadakke Angady	920	0	0
17	St. Augustine's School, Kokkalai	1,492	6	0
18	Islam Day School, Kokkalai	1,026	0	0
19	St. John's M. School, Aranattukara	1,801	15	0
20	St. Mary's M. P. School, Lourdes' Church, Trichur	1,293	9	0
21	Pushpagiri Vedic School, Trichur	120	0	0
22	C. S. C. School, East Fort Gate, Trichur	924	0	0
Total		32,709	15	0

IV. CHITTUR-TATTAMANGALAM.

1	S. M. School, Tattamangalam (L. S. S.)	1,242	12	0
2	Hajjar Memorial School, Tattamangalam	491	12	0
3	Bazar A. V. P. School, Tattamangalam	1,401	9	0
4	A. V. P. Girls' School, Thekkegrammam	552	3	0
5	Vedasastra Patasala, Chittur	600	0	0
Total		4,288	4	0

APPENDIX XI.

With a view to improving the system of industrial education that obtains at present in the State, the following gentlemen were invited for an informal discussion on 16th June 1931 and 13th July 1931.

1. T. S. Balarama Ayyar, Esq., B. A.
2. M. R. Ry. Rao Sahib K. Kochugovinda Marar Avl.
3. Barton Wright, Esq.
4. V. K. Achyuta Menon, Esq., M. A., B. Com.
5. C. Swaminath, Esq., L. T. M. (B. M).

The Director of Public Instruction presided.

At the first meeting Mr. Barton Wright found it inconvenient to be present. The discussions were continued for another day when Mr. Balarama Ayyar was unfortunately absent.

As a result of the discussion the following scheme was evolved for the future conduct of industrial education of the State.

Rural Industrial Schools.—The industries taught in these schools may be divided under two heads—major and minor. Minor ones may have no independent existence. A student who takes up one major industry can be allowed one minor industry as a subsidiary subject. For the above purposes, the following shall be the grouping of industries:—

- | (a) Major. | (b) Minor. |
|----------------|--|
| 1. Weaving | 1. Mat-making (grass, screw-pine and bamboo) |
| 2. Carpentry | 2. Rattan works |
| 3. Smithy | 3. Sericulture |
| 4. Agriculture | 4. Coir works |
| 5. Bell-metal | |

Girls' Industrial School:—

- | (a) Major. | (b) Minor. |
|------------------------------|------------------|
| 1. Weaving | 1. Laundry |
| 2. Needle-work and Millinery | 2. Embroidery |
| | 3. Knitting |
| | 4. Lace-making |
| | 5. Crochet works |
| | 6. Mat-making |
| | 7. Rattan |

A definite syllabus may be followed in all the industrial subjects taught. In addition to the theory and practice of industrial subjects, Drawing applied to Industrial Art shall be a common subject for all. These Industrial Schools shall also make provision for improving the literary qualification of the students. Since the course in these schools is intended to extend to a period of four years, students may be made fit as far as possible up to the High School standard. Those who have passed the third form may be exempted from literary classes.

Admission.—is restricted to those who have passed the primary standard and attained 14 years of age. Medical fitness must be insisted on in all cases. The course of studies shall ordinarily extend to a period of four years after the completion of which a student is eligible to sit for the Lower Grade Public Examination in the subject. For further higher studies to make them fit for the Higher Grade Examination, instruction shall be provided for in a central institution fitted up with up-to-date appliances.

The total number of students, paying, free and stipendiary to be admitted into each of the Industrial Schools in the different sections shall be notified at the beginning of the educational year and admissions shall be strictly limited to such notified number. In each Industrial School a certain number of seats for a purely artisan course shall be provided for where literary qualifications may not be insisted upon. As far as possible admission to this class may be restricted to professional men.

Stipends.—The number of stipendiary students in each school shall be limited. Stipend shall not be claimed as a matter of course. The results of the annual examination and the progress shown by the record of work in each year shall be the determining factors in allowing stipends. In the first year of training there shall be no stipend. Since the number of stipendiary students has been limited, the amount that is to be paid from the second year onwards, may be a little more than that obtains to-day. Those in the artisan section may be made eligible for the same stipend, provided they show approved work, and for professional men an enhanced rate of stipend even may be allowed. As far as possible and before awarding stipends the Industrial Inspector during his occasional visits scrutinise the results and conduct further tests, if necessary.

Fees.—Paying students shall pay the following rate of fees.

Admission fee Rs. 2.

First and second year Rs. 5 per annum.

Third and fourth year Rs. 10 per annum to be collected from the beginning of the year in monthly instalments of 8 as. and Re. 1 respectively. For the higher grade, the annual fees shall be Rs. 20 to be collected in monthly instalments of Rs. 2.

Attendance.—No student shall be admitted to any annual examination unless he has put in at least 75% of attendance in each class. Each student shall keep a record of his practical work.

Hours of work and holidays.—Each Industrial School shall work from 10 to 5 with an interval of one hour between 1 p. m. to 2 p. m. Saturdays shall be only half working days. All Gazetted holidays shall be public holidays for the schools; but in the matter of Onam holidays they shall follow the Educational Code. The mid-summer vacation shall extend to a period of six weeks, beginning from the first day in Medam inclusive. Those teachers who are on duty during vacations should be allowed privilege leave on full pay.

Annual Examination.—There shall be an annual examination in all the subjects taught in the school. The standard for passing the annual examinations shall be the same as for the Public Examination. Students in the Industrial Schools shall sit for the third form comparative examination of the near literary school.

Public Examination.—After a student has successfully completed a four years' course of studies in a recognised Industrial School, he may sit for the Lower Grade Public Examination on the recommendation of the head of the school in the major and minor industries he has selected.

There shall be both written and practical examinations and also a *viva voce* examination; and unless a student satisfies the examiner in all these, he is not eligible for a certificate. But if a student fails in one or more of the examinations, he can appear for that part at a subsequent examination and become eligible for a complete certificate.

Private candidates shall always submit their applications to sit for the examination through the head of a recognised Industrial School.

Fees. (Examination). Regular students who appear from recognised Industrial Schools shall remit an examination fee of Rs. 5 for the Lower Grade Examination and Rs. 8 for the Higher Grade.

For private candidates the fees shall be Rs. 8 and Rs. 12 respectively.

A chalan of having remitted the requisite amount shall accompany the application.

The Lower Grade Examination shall be conducted in two centres at the Government Trades Schools at Trichur and Ernakulam and the Higher Grade in Government Trades School, Trichur only.

The examinations may be conducted in the third week of Meenam. Application to sit for the examination should reach the Office of the Secretary to the Board of Examiners not later than the 5th of Kunbham in each year. The tests in each examination shall be conducted in such a manner that the examinations shall be finished within 15 days. Definite instructions as to the way in which these examinations are to be conducted shall be forwarded to the examiners concerned. (For the conduct of the Industrial Public Examinations a separate board with official and non-official industrialists shall be constituted. The board shall consist of six members including the Director of Public Instruction who shall be the President. Two members shall be non-officials, one representing the interest of Weaving and the other Smithy, Carpentry, etc. There shall be a lady member to represent the lework and other allied subjects. The other two members shall be officials. The Industrial Inspector shall be the Secretary).

The minimum for a pass shall be 35 per cent in the written and 50 per cent in the practical and *viva voce* tests. Those who secure 66 and two-thirds per cent in the aggregate shall be declared to have passed in the first class.

School Accounts.—When the revised scheme comes into force the personal deposit system that obtains to-day may be modified to suit the requirements of a school where teaching is the primary consideration. Specific amounts may be allowed to each of the school and the expenditure is to be limited to that. The definite amount that has to be allowed to each student may be worked out after the system is in force for a year or so.

Qualification for teachers.—As far as possible, Headmasters in Industrial Schools should possess a S. S. L. C. standard in literary education and a full course in the Higher Grade in one major industry and working knowledge in the minor industries to be taught. It should be the aim of the department to put at the head of these institutions such qualified men gradually, the present Headmasters then reverting as Industrial Assistants unless they get qualified.

Industrial Assistants.—They shall possess at least a third form literary qualification and Lower Grade in a major industry and working knowledge in some of the minor industries.

The literary teachers and clerks.—They shall be School Finals. Preference may be given to those with commercial optionals.

Central Institution.

1. For a student who has successfully completed a full course of studies in a recognised Industrial School, provision may be made for higher studies in a central institution in the major industry in which he wishes to specialise.

2. For this purpose the Government Trades School may be the central institution which shall be fitted up with modern appliances and staffed with qualified teachers for efficient training and the Government Trades School at Ernakulam converted into a School of Commerce.

3. The major and minor industries taught in the other Industrial Schools and for which provision for higher training is to be made in the Central Institution, shall be combined with the Art section to form an 'Arts and Crafts' section. This section is to be under an efficient supervisor well versed in Industrial Arts.

4. The crafts side shall coach up pupils for the Higher Grade Industrial Public Examination and the Arts section as it is doing now for the Madras Government Technical Examination in Fine Arts.

5. Those who have passed the Lower Grade Public Industrial Examination and the third form Literary Examination shall be admitted into the Higher Grade and the course shall extend to a period of two years.

6. Students with higher literary qualifications and who can command some capital for starting small cottage industries and factories shall be given facilities in the school to complete the Higher Grade within four years.

7. Special apprenticeship courses for adult professional men to get them into touch with modern appliances and new designs and samples may be provided for on liberal stipends. (The stipends that are being paid to pupil teachers, may, for some time, be better utilised in teaching professional men better methods.)

8. Besides the principal industry, instruction shall be given in the following subjects according to a specified syllabus.

(1) Drawing—reference to Industrial Arts.

(2) Mathematics as is necessary for calculation purposes in the industries concerned.

(3) Principles of Business Organisation and Co-operation.

(4) A general knowledge of history and geography.

9. Arrangements may be made with large industrial concerns in the State for giving convenience to Higher Grade for a period of workshop practice.

Technological Institute.

1. Gradual beginnings only towards a full-fledged Technological Institute may be made in the Government Trades School.

2. As there is a weaving section cotton technology may be improved by making provision for an attached section to teach dyeing and calico printing where convenience may be given for research in vegetable country dyes, as distinct from chemical dyes. Soaps and Oils. (Chemical Technology).

3. There is a Motor Mechanic Class and Electrical Wireman's Class now going. There is also a sufficiently well-equipped workshop. Some more equipments may be essential to complete it for teaching purposes and with provision for a few efficient and well-qualified teachers, full course in Mechanical and Electrical Engineering may be started even now. Further expansion may, if justified by actual progress, be attempted in course of time.

4. Provision may also be made for instruction in subordinate courses for draftsmen, surveyors, etc., in the Civil Branch of Engineering.

APPENDIX XII.

This number includes the Sanskrit College, Trippunittura, which is the result of the munificence of His Highness the late Raja Sri Sir Rama Varmah, G. C. S. I., G. C. I. E. It stands on a different footing from the other institutions imparting instruction in Sanskrit. The curricula of studies is far more ambitious and aim among other things a knowledge of the different systems of Hindu philosophy.

This College is managed with the advice and assistance of a special committee; unfortunately the committee at present possesses very little power. The committee should be reconstituted on a statutory basis and endowed with wider powers. Again, the pay of the staff is very low and it will be difficult to find men to work on the salaries which are now offered. I would, therefore, recommend that Government may be pleased to give their attention to this matter so that the premier institution imparting Sanskrit education may be permanently placed on a satisfactory financial footing.

APPENDIX XIII.

The Cochin Education Code, Vol. I.

CHAPTER I.

General.

The Code shall come into operation on and it shall supersede all previous Codes and Rules on the subjects herein dealt with; provided however, that Government may, on the recommendation of the Director, postpone the date on which any rule comes into operation, or suspend the operation of any rule as applying to any class of schools or to schools situated in any particular area.

2. The appendices to the Code shall be printed in separate volumes, but shall be treated as part of the Code, and they shall have the same force as the Code.

3. No alteration in the Code shall be valid unless it has been sanctioned by Government and published in the Gazette. The Director is empowered to issue in the form of circulars, such rulings on, or interpretations of, the provisions of the Code, as may appear to him to be necessary.

*Note:—*The word "Director" in this Code means the 'Director of Public Instruction, Cochin State.'

(a) Copies of the Code shall be supplied free of cost to (1) all the Inspecting Officers and (2) the Heads of schools.

4. The decision of Government on any question that may arise as to the intention, construction or application of the rules in this Code shall be final.

5. Managers of recognised schools are expected to be conversant with the provisions of the Code, and in no case shall the violation of Code, Rules or the amendments there to be condoned on the plea of ignorance.

CHAPTER II.

Classifications of Institutions.

6. The work of the Education Department is one of inspection and control. It also undertakes the management of Colleges and schools and aids local bodies, private associations and persons who desire to open and manage educational institutions. The following definitions explain how educational institutions are classified for purposes of inspection and control.

7. Schools shall be classified into two main groups—literary and vocational.

8. Literary schools are divided into primary schools—English and Malayalam, and secondary schools—Lower and Upper, and special schools.

9. A primary school shall consist of four classes; a lower secondary school of three forms, and an upper secondary one, also of three forms.

10. But to provide for the transition from Malayalam to English schools, the Director may, with the sanction of Government, attach preparatory classes either to primary or secondary schools.

11. Vernacular primary schools shall be treated as self-sufficient institutions imparting a kind and grade of education which is complete in itself.

12. Special schools are literary schools where instruction in some classical language or special subject not taught or adequately taught in the other literary schools.

13. Vocational institutions shall be of three grades or types, namely (1) Technical Institutes, (2) Central Industrial Schools and (3) Rural Industrial Schools.

CHAPTER III.

Recognition of Schools.

14. A "recognised" educational institution is one which has been recognised by the Education Department as satisfying the conditions laid down in respect of equipment, staff and efficiency of teaching and conducted in conformity with the Code.

15. Schools under private management may be recognised by the Director subject to the following rules and conditions. Government reserve to themselves, anything in the rules of this Code notwithstanding, the right to refuse or to withdraw the recognition of any school at their discretion.

16. When the management of an institution vests in any single person, to whom authority is delegated by another, the nature and extent of the power or authority so delegated must be clearly stated at the time of the application for recognition. The arrangement shall require the approval of the Director before recognition is granted, and any change made in it subsequent to recognition shall require similar approval. The Director may, whenever he deems it necessary, demand the institution of a school committee composed of the Headmaster and some assistant teachers of the school as members and the Manager as President. Matters affecting the discipline of the school and the well-being of the staff shall be generally referred to this committee.

17. Application for permission to open a school, with a view to its subsequent recognition, should ordinarily be made not less than three months (four months in the case of primary schools) before the date on which it is proposed to take actual steps to establish or open the institution, and shall be in Form No. . Volume . In the case of Primary Schools the application shall be made through the local School Board. The chief matter which requires attention in making such an application is the statement of reasons for the necessity of establishing the institution. The decision of the Director shall be chiefly based on :—

(a) the nature of the management and the guarantees it offers for its financial stability, and

(b) the extent to which the requirements of the locality in the matter of education are already met by the existing institutions.

18. (1) Every application for recognition should be accompanied by a site plan and a ground plan, both drawn to scale and showing clearly the extent of land and the allocation and dimensions of classes.

(2) The Director may at his discretion demand a sanitary certificate in Form No. before recognition is accorded, or on any subsequent occasion. Within Municipal limits, the certificate shall be signed by the Health Officer, and in other places it shall be signed by the nearest officer in charge of a hospital, countersigned by the Chief Medical Officer. It shall be competent for the Director to refuse to recognise any school which in his opinion is situated, accommodated or proposed to be opened, in any insanitary or unwholesome locality or building. No building which is used for the purposes of education shall be altered or added to materially except in accordance with a plan approved by the department. In deciding the suitability of a proposed building for school purposes the department shall generally be guided by the following considerations :—

(a) Each class room possesses such accommodation as to allow 8 square feet and 80 cubic feet of space per pupil on the rolls of the class or classes.

(b) Rooms which accommodate more than one class in a secondary school shall be divided by suitable partitions.

(c) Every school shall have a common room for teachers and every secondary school also a common room for pupils.

(d) Arrangements shall be made for the supply of good drinking water.

(e) Every school shall be provided with a suitable latrine or latrines in the case of 'mixed' schools.

(3) The Director may also ask that a certificate should be produced signed by the Diwan Peishkar to the effect that the building is on a site accessible to all castes.

19. (1) In the event of refusal by the Director to approve of the opening of a new institution or to grant recognition, an appeal shall lie to Government, if preferred within thirty days from the date of receipt of the order refusing such approval.

(2) If approval is finally refused to the opening of any new institution, no renewal of the same, nor a practically similar application shall be considered, until the expiry of twelve months from the date of the first application.

(3) The approval granted by Government, or the Director, to the opening of a new institution shall lapse, unless the institution approved is started within a period, which shall be fixed in each case, when such approval is signified to the applicant, or within such period to which it has been extended by Government or by the Director.

20. No class or form shall be opened in a recognised institution without the previous sanction of the Director.

21. The Director shall fix the grade of the school seeking approval or recognition.

22. All recognised schools in the different grades, primary and secondary, shall follow the curricula prescribed in Volume . Schools for girls shall follow the special curriculum prescribed for them. Only pupils attending recognised institutions qualify for admission to public examinations.

23. Recognised educational institutions are liable to have their recognition temporarily or permanently withdrawn if any of the rules contained in this Code or if any rulings of the Director thereon are violated, or if the Managers and Headmasters thereof grant, without permission, the use of their buildings or premises for meetings of a political character, or for the discussion of subjects which are likely to cause ill-feeling between different communities or sections of any community.

CHAPTER IV.

Grant-in-aid Rules.

24. The rules in this chapter are a mere definition of the circumstances under which aid may be given to schools. Grants are a matter of grace and cannot be claimed as a matter of right; and all the rules contained in this chapter must be read as subject to the absolute right of the Government to grant or reject any application at their discretion.

25. Government reserve to themselves, anything in the rules of this Code notwithstanding, the right to refuse or to withdraw any grant or any portion of it at their entire discretion.

26. With a view to the maintenance, extension and improvement of secular education a sum of money is annually allotted by Government for distribution as grants-in-aid to institutions under the management of local bodies, educational societies and private individuals, subject to

certain conditions and governed by the rules which are laid down below and which shall be collectively known and referred to as the 'Grant-in-aid rules'.

27. All grants shall be given impartially and on principles of strict religious neutrality and no grant shall be given on consideration of any particular religious instruction which may or may not be given.

28. No school shall be eligible to a grant-in-aid under these rules unless it has an income from endowments, subscriptions, etc., of a permanent nature equal to one-fourth of the anticipated expenditure of the school.

29. Aid shall be granted on the following conditions:—

(1) The school shall be subject to the rules of the department and be open to regular inspection and to a full examination and audit of its accounts, vouchers being produced for all receipts and disbursements. It shall maintain the records prescribed in Volume and submit such returns as may be called for.

(2) The school shall be under the management of one or more persons who in the capacity of proprietors, trustees, managers or members of a committee are prepared to undertake the general superintendence of the school and to be answerable for the proper application of its funds and its permanence.

(3) If the management of the school vests in a body of two or more persons, the constitution of the management must be embodied in definite written rules which should prescribe among other things the manner in which the managing body shall be appointed, the conditions of the tenures of their office and their duties and powers with respect to the management.

(4) The Director must be satisfied that the building and the premises are sanitary, in good repair, properly drained and ventilated and contain sufficient accommodation, that each class is provided with the furniture and apparatus necessary and that the staff is competent as to qualification and numbers for the grade to which the school is registered.

(5) No pupil shall be refused admission or sent away on capricious grounds or for reasons not conformable to the educational policy of Government.

(6) The staff must be approved by the Director or the Inspecting Officers concerned and every change in the staff or management shall be duly reported for his or their approval.

(7) No portion of the income of the school shall be utilised for other than strictly educational purposes.

(8) Laxity in the promotion of pupils shall not be allowed.

30. With the sanction of the Director, the Manager of an Aided School may appoint any person to act on his behalf as correspondent with the department. The Manager shall be bound by the acts of his correspondent. When the correspondent is a teacher, he shall in no case be any other than the Headmaster of the institution in which he is employed.

31. All applications for aid shall be submitted in Form No. so as to reach the Director not later than the 15th of March, so that provision may be made in the budget. In the case of Vernacular primary schools application shall be made through the local School Board.

32. Grants may be given to recognised institutions in aid of—

- (1) payment of salaries.
- (2) purchase of furniture and permanent fittings—
- (3) erection or extension of educational buildings.

33. The rates of monthly grants for teachers employed in Vernacular primary schools shall be as follows:—

<i>Grade of teacher</i>	<i>Amount of grant, Rs. A. P.</i>
Untrained teachers with less than 15 years' continuous service.	10—0—0
Untrained teachers with 15 years of service and more	12—8—0
Trained teachers with less than 15 years' continuous service	12—8—0
Trained teachers with 15 years' continuous service or more	15—0—0
Supervision allowance for the Heads of fully developed Vernacular primary schools	3—0—0
Music mistresses	12—0—0
Sewing mistresses and Drawing teachers	10—0—0

Note:—When specialists have to work in more than one school and when such schools are not situated near each other the Director may sanction an additional allowance of Rs. 5 per month.

34. Bills for salary grants shall be submitted monthly in the case of primary schools and quarterly in the case of secondary schools in Form No. Where however Malayalam primary schools are attached to English secondary schools, conjoint monthly bills for the English and Malayalam departments may be submitted.

(a) The grants in respect of English primary schools and secondary schools shall be fixed after an examination of the school accounts and shall be based on the difference between the income and expenditure of the school during the preceding school year as checked and admitted by the department. The income shall include fees, subscriptions, interest on endowments and contributions from missionary, private or local bodies. The fee receipts shall be calculated at the standard rates for Sirkar schools. Expenditure may include salaries,

purchase of school furniture, chemicals, apparatus, maps and books for school libraries, provided that the salaries paid are reasonable and the purchases under furniture, chemical, apparatus, etc., are approved by the department. The grant shall ordinarily be 50 per cent of the net annual deficit as calculated above, in the case of boys' schools and 75 per cent of such deficit in the case of girls' schools and mixed schools.

Note.—The salaries of none but (1) teachers licensed and fully qualified under Article, of the Code or;

(2) teachers who, on 15th June 1911, have had 15 years or more of continuous service and have passed the examination under Chapter shall count for expenditure.

35. No teacher shall teach in a department of a school, for which he is not qualified by his license.

36. No salary grant shall be given for any class if its strength is less than 25; but in backward tracts or in girls' schools or in schools intended for the education of specially backward communities the Director may fix a lower minimum.

37. Any mis-representation of facts or presentation of a wrong bill with a false certificate or claim will not only render the drawer of the bill legally answerable for such false statements, but will also render the school liable to removal from grants and from recognition.

38. The grant may be reduced if the contribution from endowments, subscriptions, and other sources of a permanent nature falls below the guaranteed proportion or if the attendance is poor.

39. Should any aided institution show a surplus balance on the year's working, such balance or portion thereof to the extent of the grant received shall be payable to Government.

40. No grant shall be given for the purchase of any article which has not been previously approved of by the department or which has been ordered or supplied before the receipt of such approval. A grant promised under this head shall lapse if the articles are not supplied or if the amount of the grant is not drawn before the end of the financial year in which it is promised.

41. Grants in-aid of the erection or extension of educational buildings will be sanctioned only if the Director considers such erection or extension absolutely necessary. The amount of grant shall under no circumstances exceed a third of the total cost. Grants under items of equipment or building shall be disbursed only after the management executes in the prescribed form an agreement with Government clearly embodying the conditions under which the grant has been sanctioned. The agreement should be registered if the amount of the grant is Rs. 100 or more.

Note—(1) That in the case of buildings, the application, which shall be submitted before construction is begun, shall be accompanied by a detailed plan and estimate prepared by a professional or competent person,

(2) that the Director is satisfied that the work has been done in accordance with the sanctioned plan and estimate;

(3) that grants are not given to pay off debts on buildings or for former expenditure, or for buildings or enlargement not meant for any purposes other than purposes of education.

CHAPTER V.

School Discipline and Management.

42. Regularity and punctuality of attendance of both teachers and pupils shall be strictly enforced. Applications for leave shall be made by the parent or guardian of a pupil. Only in very exceptional and unavoidable cases shall applications from pupils be accepted.

43. A working day shall ordinarily consist of not less than five hours of secular teaching, with an interval of one hour during the day. No school meeting shall last continuously for more than three hours.

44. A 'school meeting' means a registered meeting of the school for secular teaching for not less than two hours.

45. There shall be two meetings a day, one in the morning and one in the afternoon. The attendance roll shall be called at the beginning of the morning and the afternoon secular lessons.

Note.—1. Any pupil who comes late after roll call, shall be marked 'l' and shall lose the attendance for that meeting, except for good reasons.

Note.—2. Except for good reasons, a pupil absenting himself with leave shall lose the attendance for that meeting, but one absenting himself without leave shall lose two attendances.

46. Pupils absent from school for 10 days without the permission of the Headmaster shall be liable to have their names removed from the rolls, and shall pay all dues before re-admission. School hours shall ordinarily be from 10 a. m. to 4 p. m. with an interval from 12-30 to 1-30 p. m.

Pupils absenting themselves from school with leave for more than fifteen days may have their names removed from the rolls and treated as 'temporary removals'. After the expiry of six weeks of such absence they will be treated as 'permanent' removals. Such pupils are not exempted from payment of fees on the due dates but they need not pay any readmission fee when they rejoin before their names are permanently removed.

47. No pupil shall, unless exempted by the Director or the Inspecting Officers be promoted who has not put in at least 270 meetings in the year, or who has failed to pay the fees for the school year.

Note.—1. The Director may conduct special examinations for those pupils who for unavoidable reasons are absent for the terminal examinations. In such cases a special fee of rupees five in the primary department and of Rs. 10 in the secondary department may be levied from each candidate at the discretion of the Director. No such fee shall be levied in Malayalam schools.

Note.—2. In the case of pupils who obtain half-yearly promotion, the attendance put in by them in the two classes together during the year may be taken into account for their second half-yearly promotion, which is the annual promotion for other pupils.

48. The rules of discipline of every school shall be formulated in a definite manner, and shall be subject to the approval of the Director. They shall be explained to all pupils on admission to the school and a copy of the rules shall be posted on the notice board. The rules shall include in all cases the following provisions.

(a) Every pupil shall salute the teachers of his school on his first meeting them for the day and it shall be the duty of the teachers to reciprocate the greeting.

(b) On the teacher entering the class the pupils shall rise and remain standing till the teacher takes his seat.

(c) No pupil shall leave the class room without the permission of the teacher or until the class is dismissed.

(d) Pupils shall not be allowed to organise or attend meetings in the school or collect money for any purpose without the permission of the Head of the school.

(e) Neither teachers nor pupils shall attend or take any part whatever in any meeting, or in any agitation, directed against the authority of Government, or in any movement or agitation of any kind which may be accompanied by or result in ill-feeling between different sections of any community, or which gives expression in any way to opinions, that may excite feelings of disloyalty or disaffection.

(f) Any pupil who is persistently insubordinate, or wilfully mischievous or is guilty of fraud, shall be temporarily or permanently removed according to the gravity of the offence.

49. Teachers should by precept and by example do their best to induce their pupils to be clean and neat in person and habit, respectful, orderly and quiet in behaviour, honest and truthful and good loyal citizens in all circumstances.

50. Provision shall be made for moral instruction in schools where the Heads of schools are satisfied that favourable conditions exist for such teaching. A period may be devoted for this purpose in the time-table and regular and systematic instruction given by means of stories, illustrations, biographies, etc.

51. In every school arrangements shall be made for physical exercise, sports and games.

52. Provision shall be made for the medical examination of pupils at least at intervals of three years and ordinarily thrice during the school life of a pupil, under the rules prescribed by Government in Form No.

53. In every school, for purposes of nature study and for recreation, provision shall, as far as possible, be made for school gardens.

54. Every school building shall be kept in good repair and in a clean condition. It shall be subject to inspection by the Inspecting Officers of the Education Department and such officers of the Medical, Sanitary and Engineering Departments, as Government may direct. Every building shall be provided with a suitable latrine.

55. Corporal punishments shall be inflicted only in cases of moral delinquency such as deliberate lying, obscenity of speech or act and then it shall be limited to six cuts on the hand and that administered only by the Headmaster. The Headmaster shall keep a record of all such cases of corporal punishment noting the reasons for awarding the punishment in each case and shall intimate the fact to the guardian.

56. Promotions from one class to the next higher one shall ordinarily be made once annually on the first working day of each school year. Half-yearly promotions may be permitted by the Director in special cases.

57. The Headmaster shall, before the first working day of each school year, post up in a conspicuous position in the school, a notice giving the names of all pupils who have been promoted, and he shall on the same day forward a copy of the notice to the Inspecting Officer. It shall remain posted for the first fifteen working days of the school year, after which it shall be taken down and preserved in the school records. All examination papers, answer papers and mark lists shall be preserved for one month after the re-opening.

58. Teachers shall not claim casual leave as a matter of right.

59. Headmasters shall be required to devote at least an hour a day for the supervision of the work of assistant masters, for which they will keep a supervision book.

60. The Headmaster of every school shall issue a terminal report on the progress of each pupil to his parent or guardian in Form No.

CHAPTER VI.

Hostels.

61. The Director may, in the case of high schools and Colleges located in places which do not possess residential facilities, call upon the management to make suitable provision in the shape of hostels or licensed lodgings. When hostels are put up under orders of the department Government will contribute either,

- (a) a third of the cost of erection, or
 (b) Rs. per month in respect of each pupil in actual residence.

62. Hostels shall be subject to periodic inspection and shall work under the rules prescribed in each case.

63. Hostels shall be inspected by the Inspecting Officers of the department and by the Medical Inspectors and any deficiency or defect reported to the Director of Public Instruction.

CHAPTER VII.

Admission and Transfer Rules.

64. Except in the case of primary schools, girls' schools shall be open to girls only and boys' schools to boys only. For the admission of girls in secondary schools for boys, and *vice versa*, the special sanction of the Director should be obtained.

65. Pupils shall ordinarily be admitted once a year within the first three weeks of the reopening of schools, after which no pupil shall be admitted without the special sanction of the Director. Applications for admission should be made, on a printed form, Form No. by the parent or guardian, *who should authorise the admission in person or by letter. The name of the parent or guardian must be registered, and in all matters concerning pupils, no other person will be recognised.* The correct age of the pupils must invariably be entered. No pupil shall be admitted who is suffering from any contagious or communicable disease, or who has been debarred from admission to a recognised school by any notification issued by the Director. In the case of pupils not protected from small-pox, one month's time from the date of admission shall be allowed for vaccination.

66. A pupil on joining a school shall give his correct name. Change of name may afterwards be allowed by the Director for good reasons and on payment of a fee of one rupee.

Note.—Depressed class pupils who change their names in consequence of a change of faith are exempted from the operations of the above rule.

67. Satisfactory evidence of age in the case of new pupils shall be produced before admission or within seven working days after admission. An age once entered can be altered only with the sanction of the Inspecting Officer and on payment of a fee of three rupees.

Note.—The Headmaster of a school may, on application, issue a certificate in Form No. based on the school register as to the age of a pupil, on payment of a fee of rupee one.

68. The strength of a class shall not exceed 45, except with the special sanction of the Director.

69. A pupil *before he is admitted to a School* will be required to produce a certificate which shall be in counterfoil and in Form No. from the Headmaster of the last school in which he was reading. A pupil who joins for the first time having never been in a school before, shall be required to join at the re-opening of the school year, provided that if he joins at another time with the sanction granted by the Director, he shall be admitted only on payment of the full annual fees for the course to which he is admitted.

Note.—*No certificate should be received or treated as valid if it is not in the authorised printed form supplied by the department, and signed by the Headmaster or Headmistress.*

70. *Bona fide* private pupils seeking admission into a class or form may join a school, a month before the last terminal examination, and appear for the examination on payment of an admission fee of Rs. 5 in the primary department of English schools and Rs. 10 in the lower secondary department. No such fee will be levied in Malayalam schools.

Note.—Pupils, who, after a period of attendance at school and a long absence, desire to present themselves for promotion examinations, will be permitted to do so as 'private pupils' provided that they have been away from school at least one year and with the restriction that they can ordinarily be allowed to sit for the promotion examinations of one class lower than they would have done, had they attended regularly and obtained promotion year by year, but not lower than the class in which they last studied. In the case of a pupil seeking re-admission into the primary department, the Inspecting Officer concerned may sanction his re-admission to the class to which he might have risen had he regularly obtained promotion year after year.

71. Application for transfer certificates shall be made by the recognised guardian, in person or in writing, at the end of a term, or in the interval between two terms or before the last day for the payment of the fees for the first instalment of a term. The certificate shall be issued forthwith provided no fee is due from the pupil for the term in which his last attendance is registered.

In the case of a pupil of the primary department it is enough to levy the fee for the month in which his last attendance is registered.

Note.—Duplicate certificates may be issued for good reasons and on payment of two rupees.

72. Pupils coming from schools outside the State may be admitted into the classes for which their transfer certificates entitle them, provided the Heads of schools concerned are satisfied of the standard of the institutions they come from.

73. A pupil coming for admission shall not ordinarily be placed in a class higher than that to which he was promoted in the school he left.

Note.—When pupils from Vernacular schools are admitted into English schools, they should be placed two classes lower, but they may have the benefit of half-yearly promotions.

Pupils from English schools may be admitted into Vernacular schools in the same class; but they will be treated as *bona fide* private pupils as regards English for which they may be allowed to appear privately at the annual examination on payment of the fee prescribed in Article . Pupils who fail to get promotion in English schools and who wish to join Vernacular schools may be admitted in the next higher class in Vernacular schools provided they have failed only in English and not in any other subject.

74. In case a pupil is dismissed or formally expelled on account of grave misconduct, the Headmaster shall record his reasons for the dismissal or expulsion, and report the fact at once to the parent or guardian of the pupil, and within seven days to the Inspecting Officer concerned. A pupil thus dismissed or expelled from one school shall not be admitted into any recognised school within a period to be fixed by the Director.

75. If a pupil's name is struck off for non-payment of fees, he shall not receive a certificate until he has paid all the dues.

76. Attendance at a non-recognised school between leaving a recognised one and applying to enter another does not dispense with the necessity of complying with the provisions of Article .

77. If a pupil be found to produce a false certificate or to make a false statement as to his attendance at any school, the Director may debar him for a period not exceeding one year from admission to any examination.

78. A pupil leaving a recognised school during the year with the sanction of the Inspecting Officer for good reason and joining another school, shall pay only the balance of the year's fee in the school which he joins.

79. Wilful transgression of any of the foregoing rules will render a school liable to suspension, reduction, or withdrawal of grant or withdrawal of recognition.

CHAPTER VIII.

Vacation and Holidays.

80. The following vacations are fixed for all schools—Government or aided:—

- (1) Onam vacation—one week, the exact dates being notified by the Director.
- (2) Christmas vacation—two weeks, from 22nd December to 5th January.
- (3) Summer vacation—from the last day of March to the first Monday after the 25th May. The Director may in the case of schools in special tracts fix other vacations to suit local conditions in lieu of the summer vacation, subject to the restriction laid down in Article .

81. The minimum number of days of work during the year in all schools shall be 180. The Director may in special circumstances condone any shortage of working days not exceeding a fortnight.

82. The following holidays shall be observed by all schools in addition to the holidays notified in the Government Gazette from time to time.

Attachamayam	...	1 day
Vinayakachaturthi	...	1 day
Upakarma or Avaniavittam	...	2 days
Ashtami Rohini	...	1 day
Navarathri	...	3 days
Deepavali	...	1 day
Sivaratri	...	1 day
Vishu	...	1 day
Karkadaka Sankramam	...	1 day
Karkadaka Amavasi	...	1 day
Corpus Christi	...	1 day
Easter	...	3 days
Maharaja's Birthday	..	1 day
King's Birthday	..	1 day
Solar Felipse	..	1 day
Inter-school Sports	..	2 days
Mohurram	..	3 days
Bakrid	...	1 day
Ramzan	..	1 day

To girls' schools, a day's holiday shall be allowed on Ayiliamakam and Thiruvathira also.

CHAPTER IX.

Fees, Fee concessions and Scholarships.

83. The rates of fees prescribed in this chapter shall be followed by all schools, both Government and aided. No extra levy shall be made under any name or pretence, unless authorised by general or special orders of Government.

84. No fees shall be charged in Malayalam schools to any pupils, nor shall any fee be levied in English school from pupils belonging to the Depressed Classes. The children of Government servants dying in harness shall on production of satisfactory evidence be given free education by the Director till they complete the School Final course provided they get regular promotion.

N. B.—Free education means exemption from payment of fees of all kinds.

In English schools the rates of fees for other pupils shall be as follows.—

Primary Department—Class 1:—4 annas, Class 2:—6 annas, Class 3:—9 annas and Class 4:—12 annas monthly.

Preparatory Class—Re. 1 monthly.

Lower Secondary Department—Forms I, II and III:—Rs. 24 per annum.

Upper Secondary Department—Forms IV, V, and VI:—Rs. 42 per annum.

College Department—Intermediate Class:—Rs. 84 per annum. B. A. Class:—Rs. 112 per annum.

N. B.—If fees are paid for the whole year in a lump sum in advance, the annual fees for the Intermediate Class will be only Rs. 80 and that for the B. A. only Rs. 106.

Notes.—1. Special fees shall be levied in these departments at the following rates:—

	L. S. D.	U. S. D.	College Department. (Intermediate and B. A. Classes.)
Library fees	8 as.	Re. 1.	Rs. 2 per annum.
Sports fees	4 as.	8 as.	Re. 1 do
Stationery fees	8 as.	Re. 1.	Rs. 2 do
Fees for medical Inspection			Re. 1. (This need

be collected only from the 1st and 3rd class students.)

N. B.—(1) In addition to the special fees, students in Groups I and II of the Intermediate Classes shall pay an annual fee of Rs. 5 towards laboratory fees. In the B. A. Classes students of Group II A, II B and III B shall pay Rs. 10 per annum towards laboratory fees, while the laboratory fee of the students of Group I shall be only Rs. 5 for the 1st year only. The laboratory fee is payable along with regular fees for the second instalment of the first term and shall be collected only from those students whose names are on the rolls on the date of payment. Special fees and laboratory fees shall not be counted in fixing arrear demand from a student.

(2) In the case of students seeking admission to the Senior Intermediate or Senior B. A. Class during the second or last term of an academic year special fees shall be levied at half rates only.

2. Half the standard rates of fees shall be levied from girls, pupils in model schools attached to training institutions and pupils belonging to backward castes or classes in cases where such pupils are certified by competent authorities, to the satisfaction of the department, to be really poor and unable to pay full rates.

N. B.—A certificate of poverty issued by the local School Board or by the Education Committee of the local Municipality shall be considered sufficient authority for the purpose of this note.

3. Nambudiri pupils who produce a certificate of poverty from the Head of the school in which they are studying to the effect (i) that they are really poor and are unable to pay full fees, or (ii) that they do not receive any financial help from their guardians for their school studies will be exempted from payment of regular fees. This concession will remain in force for ten years.

4. These concessions will not be allowed for more than two years to the same student in the same class.

5. No fee shall be charged from Nambudiri girls in Malayalam and English primary and secondary schools.

6. A class or community shall be styled as backward or depressed only from the standpoint of literacy, and the term backward classes shall include:—

Paramban	Chaliyan	Kudumi
Chakkilyan	Kakkalan	Panan
Vathis	Kaikolan	Chedan
Devadasis	Kaniyan	Karuvan
Tharakan	Ottanaikan	Chakkan
Arayan or	Theendal Thattan	Barber
Mukkuvan	Velakkathalavan	Kadupattan
Devangan	Asari	Vaniyars
Pandithattan	Kollan	Kusayan
Velan	Ezhuthassan	Pandaran
Muhammadan	Chovan	Veluthedan
Jew	Kammalan	Moosari
		Kallan
		Koravar
		Thottiar
		Theendal Vannans
		Vadukans

The term depressed classes shall include:—

Kanakkan	Vettuvan	Pulayan
Malayan	Nayadi	Ullatan
Sambavan	Kadar	Pulluvan
		Kavara

and such other communities as may, from time to time, be declared by Government to be backward or depressed.

Note:—In the case of children of the backward and depressed classes attending a school a change of religion will not make them ineligible for the concessions enjoyed by them.

Converts to other religions from the communities classed as backward or depressed shall be eligible for all the educational concessions granted to the respective communities.

N. B.—Converts should produce certificates of conversion from the authorities of the Church or Mosque or from the Arya Samaj Adhikari or Buddhist priest or any other religious head by whom the conversions have been effected to show that they are themselves converts.

7. In the case of a student of the Senior Intermediate Class or the Senior B. A. Class, who attends only for one of the two parts, half the amount of the prescribed fees alone shall be levied, but no concession shall be allowed in the matter of special fees.

N. B.—Girls studying for part course only in the Intermediate and B. A. classes shall pay only half of the full course fees levied from boys.

8. In the case of a student of the Senior Intermediate Class or the Senior B. A. Class who appears for the September Examination fees for the first term (three instalments) only shall be levied.

9. In the case of a student seeking admission to the Senior Intermediate Class or the Senior B. A. Class after having failed in the September Examination, only half the year's fee shall be levied.

10. In the case of students of the Maharaja's College, Ernakulam, who fail in Part II of the B. A. Degree Examination and who wish to do any practical work in the College Laboratories with a view to appear for the next examination, a fee of Rs. 10 per term shall be levied for the use of the laboratories besides the caution money of Rs. 12—8—0 which they should deposit in the treasury on the date of admission and from which deductions will be made for breakages. This concession shall not apply to students of other Colleges.

11. If a boy in the primary department does not attend school throughout the whole of a month, no fee need be levied from him for that month.

12. If a boy in the secondary department does not attend school throughout the whole of a term, no fee of any kind need be levied from him for that term.

85. An admission fee of 8 annas in the primary department of English schools, of Re. 1 in the lower secondary, of Rs. 2 in the upper secondary and of Rs. 3 in the college departments shall be levied.

In the case of *bona fide* private pupils seeking admission into the primary and lower secondary departments, an admission fee of Rs. 2 and Rs. 5 respectively shall be levied.

In Malayalam schools a fee of six annas shall be levied for re-admission only. In the case of pupils in Malayalam schools whose names are removed from the rolls the fact shall be reported to the School Board and to the schools within its jurisdiction. Such pupils shall pay a fee of annas six should they seek admission in any other school.

An admission fee of one rupee per pupil shall be collected from private pupils joining the Commercial Classes attached to high schools unless their names are on the rolls of the school on the date of admission, in which case no admission fee need be levied.

Note.—No admission fee shall be levied from a pupil transferred from one school to another owing to the official transfer of the parent or guardian, the Head of the school being competent to grant the concession.

86. The school year shall be divided into three terms to be called the Onam, the Christmas and the Summer terms. Every pupil shall be liable to pay the whole fee for a term during any part of which he actually attends the class, unless he or she applies for a transfer certificate within the first five working days of the term. The fee, or the instalment thereof payable, shall be paid by a new pupil before his name is enrolled, and by an old one not later than the dates fixed for the collection of fees of the term. A pupil shall not be enrolled or admitted after the beginning of a term until after he has paid all fees or instalments of fees which he would have had to pay, had his name been on the rolls from the beginning of the term. If paid in instalments the fees shall be realised not later than the tenth of Karkadagam, Chingam, Kanni, Thulam, Vrischigam, Makaram and Kumbham and when the tenth happens to be a holiday not later than the next working day in the month. The Edavam instalment shall be collected not later than the 5th working day of the month. There shall be three instalments in the first term in the months of Edavam, Karkadagam and Chingam, three in the second term in the months of Kanni, Thulam and Vrischigam, and two in the third term in the months of Makaram and Kumbham. Special fees shall be paid along with the first instalment of fees for the first two terms—half being paid at the beginning of the first term and the other half at the beginning of the second term. In the primary classes, fees shall be paid monthly from Mithunam onwards not later than the tenth of each month and when the tenth happens to be a holiday not later than the next working day two months' fees being levied in Meenam to make up for the vacation month of Medam. The Edavam fee shall be collected not later than the 5th working day of the month.

These rules shall apply to the College Department as well, except that the three terms of the college year shall be called the Michaelmas (from June to September), the Christmas (from October to December) and the Easter (from January to April) terms, and that the payment of fees in instalments from the second onwards shall be made not later than the fifth working day of each of the succeeding English months, instead of the Malayalam months. The Principal may notify the date on which each instalment of fees shall be paid, and he is authorised to alter the date of payment of fees in the college classes under special circumstances.

The fees for each of the Intermediate and B. A. classes of the College shall be Rs. 84 and Rs. 112 respectively per annum payable in 8 equal instalments, three in the first term in the months of June, July and September, three in the second term in the months of October, November and December, and two in the third term in the months of January and February.

Every student in the college classes shall be liable to pay the fee for the whole term during any part of which his or her name is on the rolls.

Note.—In *bona fide* cases where admission is sought for professional or Honours courses in Madras and elsewhere, the Principal of the Maharaja's College, Ernakulam, is empowered to issue transfer certificates collecting only as many instalments as may fall due on the date of leaving.

Fee for the whole term shall be levied from students who may leave the College to take up courses for which provision has been made in this College.

87. If the fees are not paid within the time specified a fine of annas two per week shall be charged for late payment of fees up to a maximum of annas four in the primary department of English schools, of annas four per week up to a maximum of annas eight in the lower secondary department, of annas eight per week up to a maximum of Rs. 1-8-0 in the upper secondary department and of annas two per day up to a maximum of Rs. 3 in the college classes. If the fees are not paid by the end of these periods, the student's name shall be removed from the rolls, and he or she will be re-admitted only on payment of all the arrears and re-admission fees.

Note.—1. Private pupils taking commercial subjects will be treated like pupils of the secondary department in the matter of collection of fees, arrear fees, etc.

88. If a pupil withdraws during the year, he shall on re-joining pay a re-admission fee equivalent to the admission fee.

89. A pupil who leaves during the year shall have no right to claim a remission of any portion of the fee paid.

90. Managers or Headmasters of schools are required to keep a receipt book in cheque and counterfoil, and to issue signed receipts for all fees paid.

Scholarships.

91. *A. Open Scholarships.*—These shall be open to everybody of whatever class or sex and shall be awarded annually as follows:—

1. One Senior University Scholarship of the monthly value of Rs. 20 tenable for three years for the Honours course in any of the colleges approved by Government or of Rs. 15 tenable for two years for the Pass course in any of the State colleges, to the best student who passes the Intermediate Examination from a college in the State.

2. Six Junior University Scholarships of the monthly value of Rs. 10 each tenable in any college in the State for two years will be awarded to the first six students who pass from a recognised high school in the State School Final Examination. Of these, one will be reserved for a girl who obtains the highest number of marks among girls in the School Final Examination, provided she obtains not less than 50 per cent of the total marks.

Note.—In the case of a candidate appearing for more than one optional subject in the School Final Examination, the optional in which the candidate gets the highest number of marks will be taken to consideration for purposes of deciding first class and scholarships.

3. Ten Upper Secondary Scholarships of the monthly value of Rs. 5 each tenable for three years in any upper secondary school in the State.

4. 25 Lower Secondary Scholarships of the monthly value of Rs. 3 each tenable for three years in any lower secondary school in the State.

The last two shall be awarded on the results of a special Scholarship Examination to be held for the purpose.

B. Scholarships special to members of Backward or Depressed Classes.—A similar number of scholarships as in *A* shall be given annually to deserving pupils of the backward or depressed classes; but the stipends in the case of the Senior University, the Junior University, upper secondary and lower secondary classes shall be reduced to Rs. 8, Rs. 6, Rs. 3 and Rs. 2 respectively making allowance for the half rate of fees charged to members of backward classes and free education permitted to members of the depressed classes.

A. B.—The value of the Senior University Scholarship, will be Rs. 20 for the Honours course in any of the colleges approved by Government.

Note.—1. Out of the 25 Lower Secondary Scholarships, 6 will be reserved exclusively for pupils of the depressed classes.

2. All the depressed class pupils studying in the lower secondary, upper secondary and college classes shall be given stipends of Rs. 2, Rs. 3 and Rs. 10 respectively.

C. Scholarships special to Muslims only.—1. One scholarship of Rs. 20 a month tenable for three years for the Honours course in any of the colleges approved by Government or of Rs. 15 a month tenable for two years for the Pass course in any of the State colleges will be given annually to the best Muslim boy who passes the Intermediate Examination from a college in the State.

2. One scholarship of Rs. 30 monthly tenable for four years will be given in alternate years to a promising Muslim boy from the State who has passed the School Final Examination to enable him to join the Muhammadan University at Aligarh.

Note.—In the absence of School Final applicants, the scholarship may be awarded to the best Muslim candidate from the State who has passed the Intermediate Examination. In this case the scholarship will be tenable for two years only.

3. Every Muslim girl in the primary, lower secondary or upper secondary classes of English schools in the State will be given a monthly stipend of annas 8, Rs. 3 and Rs. 5 respectively. Every Muslim girl studying in the Intermediate and B. A. classes in any of the colleges in the State will be given stipends at the rate of Rs. 8 and 10 respectively.

4. Every Muslim boy reading in the college or upper secondary classes of any institution in the State will be given a stipend of Rs. 6 and Rs. 3 respectively. This stipend will not however, be given to a student who is granted a scholarship under clause (1) above.

Note:—Stipends shall be forfeited at the closing of schools for the mid-summer vacation, if the pupils are prevented from sitting for the annual examination by their failure to put in the required attendance.

D. Scholarships special to Nambudiris.—1. Every Nambudiri girl in the primary, lower secondary or upper secondary classes of English schools in the State will be given a monthly stipend of annas 8, Rs. 3 and Rs. 5 respectively.

2. Every Nambudiri boy reading in the college or upper secondary classes of any institution in the State will be given a stipend of Rs. 6 and Rs. 3 respectively.

E. Scholarships special to women.—1. A literary scholarship of Rs. 20 a month tenable for three years for the Honours course in any of the colleges for women approved by Government, or of Rs. 15 a month tenable for two years for the Pass course in the Maharaja's College or in the St. Teresa's College, Ernakulam, will be given annually to the best lady student who passes the Intermediate Examination from a college in the State.

2. The Lady Willingdon Scholarship will be given annually to the most deserving Cochinite girl student passing the Intermediate Examination, to enable her to continue her studies for the B. A. The value of the scholarship will be Rs. 15 per mensem, tenable in the Maharaja's College or in the St. Teresa's College, Ernakulam and Rs. 20 per mensem, tenable in one of the Women's Colleges in Madras, or in the Presidency College for the Honours course. The Director's choice will be final provided the student chosen is certified to be in need of financial assistance by a competent authority. It will be tenable for the minimum period required for taking a degree either in the Pass course or in the Honours course.

3. Twelve Upper Secondary Scholarships of the monthly value of Rs. 5 each tenable for three years in any upper secondary school in the State will be awarded to promising girls who have been promoted from the III Form and have to proceed elsewhere to join the IV Form.

F. Half-free Scholarships.—1. Six half-free scholarships tenable for two years in any College in the State will be awarded on the results of the School Final Examination to boys coming from any recognised school in the State.

2. Fifty half-free scholarships tenable for three years in any upper secondary school in the State will be awarded on the results of the special Scholarship Examination held under Article 93.

3. Fifty half-free scholarships tenable for three years in any lower secondary school in the State will be awarded in the same manner as No. (2) above.

These half-free scholarships entitle the holders thereof to remission of half the ordinary fee referred to in Article 84, but they will be liable to pay in full the special fees prescribed in Note 1 to Article 84 and the admission fees prescribed in Article 85.

These half-free scholarships are reserved for *bona fide* Cochinites and for pupils whose poverty is proved to the satisfaction of the Director of Public Instruction and are subject to the conditions in rules (2) to (4) and (6) and (7) prescribed for scholarship holders in Article 95.

92. Scholarship bills shall be submitted monthly by the Headmaster of the school for countersignature by the Director in Form No. and the amounts should be disbursed to the holders as soon as the bill is cashed.

The stipends provided in Article 91-C (3) and (4) and 91-D (1) and (2) shall also be disbursed monthly.

93. The examination referred to in the last para of Article 91-A shall be conducted annually by the Board of Examiners appointed and shall be held annually in April or May at recognised centres. Obviously unfit pupils shall be discouraged by Headmasters from sitting for the examination.

94. The candidates shall be required to answer the following papers:—

(1) A paper of two and a half hours' duration in English including composition and translation from Malayalam or a modern language to English.

(2) A paper of two and a half hours' duration in general knowledge, and

(3) A paper of two and a half hours' duration in Arithmetic.

Each paper will carry 100 marks. No pupil will be eligible for a scholarship who does not obtain in the aggregate 150 marks.

95. Scholarships are awarded under the following rules.—

(1) The holders shall pay their tuition and other fees.

(2) They shall be conditional on good behaviour and progress. Failure to gain annual promotion means forfeiture of the allowance.

(3) If not availed of at the beginning of the school year they shall be forfeited.

(4) When the holder leaves one school and joins another with the sanction of the Director, the scholarship shall be tenable in the latter school.

(5) Each holder shall acknowledge receipt of his allowance in an acquittance roll book.

(6) Holders absent for more than three months for *any cause whatsoever*, shall render themselves liable to forfeit their allowances. All such cases must be reported to the Director.

(7) Scholarships are given only to *bona fide* Cochinites. In doubtful cases the decision of Government will be final.

(8) All scholarships and stipends shall cease with the examinations at the end of the courses for which they are allowed.

These rules, excepting clause (3) shall apply to all kinds of stipends as well.

CHAPTER X.

Standards of Examination.

96. The following rules are prescribed:—

(1) No pupil shall be promoted from one standard to another, till he or she has passed by the lower standard, and has paid his or her fees due in full.

(2) Boys and girls, who do not intend to go up for the Matriculation Examination, shall follow a special course, from Form IV upwards, under the School Final Certificate system. The course will comprise the subjects laid down for the School Final Certificate as given in Volume II.

(3) All subjects except English, Geography and Mathematics in the lower secondary department, shall be taught in Malayalam.

(4) No pupil shall ordinarily be promoted who has not gained at least 40 per cent of the total number of marks both in English and Malayalam and 35 per cent in each of the other subjects in the annual examination.

The annual examination, however, shall not be the *only test* for promotion from one class to another. The general progress of the pupil during the year as judged by schoolwork, as, for example, occasional tests, as approved in the Dalton Plan, shall likewise be taken into account in determining promotion.

(5) All Public Examinations in the State shall be conducted by a General Board of Examiners to be appointed annually by Government.

CHAPTER XI.

The School Final Certificate.

97. Certificates shall be awarded on the completion of their secondary school course to boys or girls, who have attended a recognised secondary school from the Fourth Form upwards and have attended each of these Forms for the full number of days required by this Code.

Note.—Trained teachers who have failed in Form V or IV but who still desire to improve their literary qualification will be allowed to appear for the Special Examination for teachers if they have previously put in not less than 3 or 4 years' continuous teaching service respectively in recognised schools of the State.

98. The certificates shall be awarded by the Board of Examiners on the results of written examinations held once a year.

99. The certificate shall take into account the school work done by the pupils from the Fourth Form upwards, and shall also contain, the results of the Public Examination conducted by the Board.

100. Every pupil on entering the Fourth Form shall be provided with a blank certificate, in the form given in Volume III, to be kept in the custody of the school as long as he or she remains there, the entries in the certificate for each term being made in due course by the Headmaster.

Note.—The certificate is the property of the pupil and shall be delivered up to him or her when he or she quits the school.

101. At the end of the course, the Headmaster or Headmistress shall forward to the Secretary to the Board the certificates of such of his pupils as wish to appear for the Public Examination.

102. No pupil shall appear for the Public Examination unless he or she is fifteen years of age on the first day of the examination. The Director of Public Instruction may grant exemption in special cases.

103. The fee for admission to the examination shall be twelve rupees.

104. The Public Examination shall include the subjects of Group A, and any one or more of the subjects of Group C as specified in Volume.

105. The marks obtained out of a maximum of 100 in each subject at this examination shall be entered by the Board on the last page of the certificate and issued under the signature of the Secretary and the Board shall also be competent to moderate the marks obtained in school work except those obtained in the subjects of Group B in conformity with the principles laid down by the University.

106. The certificates thus filled in and completed shall be returned by the Board to the Headmaster or Headmistress of each secondary school for delivery to those who are leaving the school.

Note. 1.—Duplicate certificates may be issued for good reasons and on payment of a fee of Rs. 5 by the Secretary to the Board.

Note.—2. The Secretary to the Board of Examiners may, on application, issue a certified extract of the public examination marks of a candidate on payment of a fee of rupee one.

A Sanskrit College is also maintained where instruction is imparted in Kavya and Sasthra and students are prepared for the Kavya and Bushana Titles Examinations.

Rules regarding admission, attendance, hours of work and holidays, stipends, curricula, courses of study, examinations, etc., will be found in Volume

(2) *School of Music and Painting.*—In this school provision is made for both vocal and instrumental music and for the teaching of painting.

Curricula, courses of study, examination, etc., will be found in Volume

(3) *School for Defective children.*—A separate section will be attached to the Government Training Institution for the education of defective children. The curricula will be found in Volume

(4) *Montessori Class.*—For children below 5 years of age a Montessori class will be attached to the primary department of the Training Institution. A fee of 8 annas per mensem will be levied from these pupils, they being exempted from the ordinary rules regarding admission, withdrawals, attendance and fees. For readmissions a sum of annas 3 will be charged.

CHAPTER XVIII.

Vocational Schools.

146. Vocational schools shall be of three grades or types namely (1) Technical Institutes, (2) Central Industrial Schools and (3) Rural Industrial Schools.

147. (1) The Technical Institute provides for the teaching of Textile and Chemical Technology and for a full course in Mechanical and Electrical Engineering. Provision will also be made for instruction in subordinate courses for draftsmen, surveyors, etc., in the Civil branch of Engineering. There will be an Arts and Crafts section also attached to the Institute. The curricula and courses of study, etc., will be found in Volume

(2) The Central Industrial schools provide for higher studies in the major industries such as weaving, carpentry or cabinet making, smithy, agriculture, dairy farming, bell-metal, needle-work and millinery and also in minor industries such as mat-making, rattan works, sericulture, apiculture, coir works, poultry farming, laundry, embroidery, knitting, lace making, crotchet works, bead works, etc., and for specialisation in them. The curricula and courses of study will be found in Volume

(3) Rural Industrial schools provide for teaching the major and minor industries in the lower grade. The curricula will be found in Volume

N. B.—Music will also be taught in Girls' Industrial schools.

(4) *School of Commerce.*—In this school provision will be made for the teaching of commercial subjects and coaching students for the Diploma and Degree Examinations. The curricula will be found in Volume

148. Rules regarding admission, attendance, hours of work and holidays, fees, stipends, examinations, etc., of vocational and commercial schools will be found in Volume

Government in accordance with its needs and subject to a maximum of Rs. 3,000. The grant shall be given on condition that the rules of the Federation are approved by the Director.

131. On no account shall the provisions of the Education and Inspection Codes be the subject of discussion at the conferences or the meetings of the Federation without the previous approval of the Director.

CHAPTER XV.

The Text Book Committee.

132. The Text Book Committee shall consist of 13 members appointed for three years by Government.

133. Its constitution shall be as follows:—

President:—Director of Public Instruction.

Members:—(A) Two Headmasters.

(B) Two Headmistresses.

(C) The Senior Sanskrit and Malayalam Pandits of the Maharaja's College.

(D) Two distinguished literary men.

(E) One Member of the Malayalam Improvement Committee.

(F) One Member of the Oriental Department of the Madras University.

(G) Two of the Inspecting Officers.

134. The duty of the Text Book Committee shall be to decide as to the suitability of books forwarded to it for opinion and to make recommendations on subjects that come within its purview.

135. A Board of Studies appointed for three years by Government consisting of the Director of Public Instruction as Ex-officio Chairman and four members, two selected from the Text Book Committee and two from outside, shall recommend text books from among the list of books approved by the Text Book Committee to the Director for the orders of Government.

Note.—(1) The Chairman will ordinarily be guided by the advice of the members but in the case of difference of opinion his opinion shall prevail.

Note.—(2) One of the official members shall be appointed as Secretary to the Text Book Committee and the Board of Studies.

136. The Board of Studies shall ordinarily meet in January of each year.

137. The Text Books shall be the same in all schools and unless otherwise ordered by Government be in use for not less than 5 years.

138. The list of books approved and prescribed shall be published in the Gazette.

CHAPTER XVI.

Adult Schools.

139. The Government maintain a certain number of Night Schools for the benefit of the adults of the communities that cannot avail themselves of day schools owing to other daily occupations.

140. No pupil who is attending an ordinary day school or is under 12 years of age will be allowed to join Night Schools.

141. No fees shall be charged.

142. Illiteracy is more marked among adult women than among men in the State according to the recent Census. Facilities for adult education shall be such as will attract adult women in large numbers which can be done by philanthropic agencies for imparting adult education.—Charitable, religious, social and educational organisations will be liberally aided and persuaded to arrange for the education of adults belonging to the several communities. In no case shall the responsibility be handed over to individuals. The department will supervise the work of the societies and distribute funds.

143. To supplement private effort evening classes will be attached to lower secondary schools.

Hours of work.—The hours of instruction may vary with each locality, the habits and vocations of the people and the seasons of the year.

Course and Curricula of studies.—The persons to be educated being of different communities, different callings or kinds of manual labour, varying in intelligence, in age and in the amount of leisure they possess, no definite course or invariable curricula of studies shall be fixed, but a system sufficiently comprehensive and possessed of sufficient internal variety is laid down in Volume page

CHAPTER XVII.

Special Schools.

144. These schools are intended to impart instruction in some classical language or special subject not taught or adequately taught in the other literary schools. They are classified into (1) Sanskrit Schools; (2) School of Music and Painting and (3) School for Defective children.

145. (1) *Sanskrit Schools.*—Government maintain a certain number of Sanskrit Schools considering the intimate relation which Sanskrit bears to Malayalam and to the general basis of the culture of the people.

Elementary.—Half the permanent pay subject to a minimum of Rs. 15,

Note.—(1) Teachers from aided schools shall be admitted only (1) if they execute agreements to the Managers of the schools concerned to go back to serve the schools they come from for a period of at least 3 years, and (2) if the Managers execute agreements in Form No holding themselves responsible to the department for the stipends in case the stipendiaries fail to abide by the conditions imposed. In case of default, the amount due shall be recovered from the grants due to the school, but if no such grant is available, the Manager shall be held personally responsible according to the agreement.

Note.—(2) The amount of stipend payable shall be fixed when the teacher is deputed for training and it shall be specified in the agreement taken at the time of his or her deputation. A periodical increment accruing during the period of training shall have effect only from the date on which the teacher rejoins duty after training, but an increase of substantive pay due to a general revision in the department shall take effect immediately.

Note.—(3) The provisions contained in the above notes will apply also to teachers deputed for L. T. training and to those sent up for special training in Agriculture, Industries, etc. But in the case of graduates selected for L. T. training their stipend will be fixed at half the presumptive or permanent pay at the time of deputation subject to a minimum of Rs. 30 and a maximum of Rs. 40. Teachers selected for special training within the State may be allowed stipends at the rates fixed for secondary and elementary training. School Finals and under-graduates will be paid at the secondary rates and those with lower qualifications at the elementary rates. Graduate teachers selected for special training outside the State may be given such stipends as may be fixed by the Head of the Department with the sanction of the Government.

Note.—(4) Private candidates will also be admitted into both the grades in the Government Training Institution as non-stipendiaries on payment of fees at the rate of Rs. 24 per annum for the elementary grade and Rs. 40 per annum for the secondary grade, payable in eight equal instalments. Such of them as have put in an uninterrupted service of not less than one year as teachers in any of the recognised schools of the State will be exempted from payment of fees. Members of the depressed classes will be given free tuition. A re-admission fee of Rs. 2 from secondary grade teachers and Re. 1 from those of the elementary grade will be levied.

124. Teachers who have not obtained certificates as fully trained teachers, other than those specially exempted by the Director, shall be called upon to undergo training in the State or elsewhere. The minimum age for admission is 18 in the case of stipendiary candidates and 17 in the case of private candidates.

125. Teachers under training as stipendiaries are allowed the following privileges:—

- (1) They shall be treated while under training, as still in the service.
- (2) The period of training shall qualify for increments of pay, permanent promotions and leave.
- (3) Travelling allowance shall be granted for journeys to and from the Training Institutions.

126. A candidate for admission shall produce a certificate of health signed by a medical officer not below the rank of a Sub-Assistant Surgeon and his or her transfer certificate.

127. At the end of the training the students shall undergo an examination in the subjects prescribed in the curriculum in Volume II. They shall after one year be subjected to a *viva voce* test consisting of Malayalam for all and English for those of the secondary grade and teachers in English schools. There will be only one examination *written* and *viva voce*, every year.

Note.—(1) Teachers who have passed the optional Malayalam of the Intermediate examination in Arts will be exempted from the course and examination in Malayalam.

Note.—(2) All those who had had a full year course in Agriculture in the Central Farm or in Industrial subjects in the Government Trades School, Trichur, will be exempted from the course and examination in Agriculture and Handicrafts in the Training Institution.

Note.—(3) Trained teachers of the elementary grade who complete their School Final Certificate will be considered to have passed the training examinations in the secondary grade provided they have secured 10 per cent marks more than the minimum prescribed for each subject at the elementary grade examination.

128. Successful candidates shall be given provisional certificates signed by the Director, which will be made final with reference to the reports of the Inspecting Officers on teaching power for three successive years after the *viva voce* test.

Note.—Duplicate certificates may be issued for good reasons and on payment of a fee of Rs. 3.

CHAPTER XIV.

Association of Teachers.

129. The primary and secondary teachers employed in both Sirkar and private schools will hold their conferences for the discussion of purely educational matters either as a whole body or in different sections. A sum of Rs. 2,000 will be placed at the disposal jointly of the Cochin Teachers' Association and Cochin Women Teachers' Association for conference purposes.

130. Teachers employed in aided primary and secondary schools may form themselves into a federation for the discussion of problems relating to their welfare and for the protection of their interests as a separate profession. This federation shall receive an annual grant from

115. In no case shall a license be issued in favour of a person whose age is less than 18 years or who is physically unfit to teach.

116. When first granted, the license shall be retained by the Director until the person in whose favour it is granted is appointed as a teacher. On appointment, the license shall be forwarded to the Headmaster or Headmistress in the case of Government schools or to the Manager in the case of aided schools. If the license is in favour of a Headmaster or Headmistress or of a Headmaster or Headmistress who is also the Manager, it shall be retained by the Inspecting Officer.

117. If a teacher has been dismissed for any fault or has left the service of the school in such a manner as to infringe the conditions of that service, the license shall be recovered and forwarded by the Inspecting Officer to the Director.

118. No teacher shall be dismissed from any aided school without the previous sanction of the Director whose decision shall be final.

119. The Director may suspend or cancel a license if the person in whose favour it has been issued—

- (1) is not protected from small-pox;
- (2) becomes physically unfit to teach;
- (3) has been judicially convicted of any offence involving dishonesty or immorality;
- (4) has given incorrect information or wilfully suppressed information in his application for license;
- (5) is, for any continuous period exceeding two years, not engaged as a teacher in a recognised school;
- (6) permanently undertakes teaching of any kind which is not permitted by his license or private tuition without the written permission of the Headmaster;
- (7) is known to serve as a teacher in an unrecognised school, which violates the conditions of the Code in such manner as to do injury to the public interest, and refuses or fails to withdraw from such service within thirty days of his having been warned to do so;
- (8) is found to suffer from any contagious or communicable disease;
- (9) wilfully infringes any condition of service in the school wherein he is employed;
- (10) behaves in any manner unbecoming a teacher and a gentleman;
- (11) is offered a stipend or scholarship of an amount considered to be reasonable, in a recognised training school or other recognised institution, for the purpose of undergoing a course of training or instruction, and refuses or fails without reasonable cause to attend such course;
- (12) engages in any trade, business or occupation which is incompatible with the efficient discharge of his duties as a teacher;

(13) is, directly or indirectly, solely or in conjunction with others, the editor or proprietor of any newspaper, magazine or periodical, other than a purely scientific or educational publication, without the written sanction of the Director;

(14) takes any part whatsoever, in any agitation directed against the authority of Government, or in any movement or agitation of any kind, which may be accompanied by or result in ill-feeling between different sections of any community or gives expression in any way to opinions that may excite feelings of disloyalty or disaffection;

(15) advises, encourages, or permits pupils in any school to attend any meeting of a political character, or any meeting, assembly, entertainment or occasion where the proceedings are not such as are calculated to be edifying to persons of immature mind.

120. If the Director refuses, suspends or cancels a license, an appeal shall lie to Government, provided that the appeal is preferred within thirty days from the date of receipt of the order.

121. Teachers in aided institutions to whom licenses have been issued under the foregoing provisions shall be eligible for the benefit of such pension or provident fund for teachers as may be instituted by Government.

122. A teacher in a recognised school in another State or Province, desiring employment in a recognised school in this State, shall forward his application through the controlling authority of the school and the Head of the Department, and such teacher shall not be appointed unless he or she satisfies the conditions in regard to length of service and other points agreed upon at the time of his or her appointment.

CHAPTER XIII.

Training Schools.

123. The rules under which Training schools for general education are conducted are given below:—

(1) The minimum qualification for admission is a pass in the Matriculation or the School Final Examination for the Secondary grade, and the completion of Form VI course for the Elementary grade.

(2) The period of training shall be one year irrespective of previous teaching experience and other professional qualifications.

(3) Tuition shall be ordinarily free and stipends at the following rates shall be paid:—

Secondary.—Half the permanent or presumptive pay at the time of deputation subject to a minimum of Rs. 20.

The minimum qualifications of teachers shall ordinarily be:—

Class or Form	General qualifications	Professional qualifications
Classes 1 & 2 (Malayalam Schools)	S. S. L. C. complete of the Cochin State	Secondary trained.
Classes 3 & 4 (Malayalam Schools)	do	do
Classes 1 to 4 (English Schools)	do	do
Forms I, II & III	S. S. L. C. complete of the Cochin State or Matriculation	do
Forms IV, V & VI	B. A.	L. T. trained.
Specialists.		
Sanskrit Pandit	....	Bushana of the State or Siromani
Malayalam Pandit	....	Pandit's Examination or Vidwan
Drawing Master—Primary Department	Class 4 of the Cochin State	Freehand Outline and Model Drawing and any one of Painting, Designing and Geometrical Drawing, Lower Grade.
Drawing Master—Lower Secondary Department	Form III of the Cochin State	Freehand Outline and Model Drawing, Painting, Geometrical Drawing and Design (Lower Grade)
Drawing Master—Upper Secondary Department	do	Group certificate in Drawing (Freehand Outline and Model Drawing (Higher Grade), Geometrical Drawing (Lower), Designing (Lower) and Painting (Lower).
Drill Master	....	Gymnastic Examination.
Music Teacher—Primary Department	....	Lower Grade Music Examination of the State.
Do Secondary Department	....	Higher Grade Music Examination of the State.
Needle-work Teacher—Primary Department	Class 4 of the Cochin State	Needle-work and any two of the following, <i>viz.</i> , Knitting, Embroidery, Crochet or Pillow lace.
Do Secondary Department	Form III of the Cochin State	Needle-work and any three of the following—Knitting, Embroidery, Crochet or Pillow lace.

A. B.—Drawing Masters should also pass the practical examination conducted by a Board constituted for the purpose.

Note.—The Director may at his discretion accept examination equivalent in his opinion to the tests prescribed above.

114. Application for licenses shall be made in Form No.

Note.—1. Duplicate licenses may be issued for good reasons and on payment by the applicant of a fee of Rs. 5.

Note.—2. A fresh license may be issued free of charge when the old one is worn out.

107. The certificate of a pupil who is not, in the opinion of the Headmaster or Headmistress, competent to appear for the public examination shall, if he or she is leaving the school be endorsed to that effect over the Headmaster's or Headmistress' signature.

108. If a pupil wishes to improve his or her certificate whether in regard to its quality in one or more subjects already brought up, or by bringing up additional subjects under Group C, he or she may sit for the examination as a private candidate, if he or she has appeared once for the public examination from a recognised school in the State and failed to complete his or her certificate. In such cases, the words "appeared as a private candidate" shall be endorsed on the certificate.

109. The fee for the re-examination shall be Rs. 12, if the candidate appears for all the subjects of Groups A and C in which he or she has already been examined by the Board and if otherwise Rs. 9 for any or all the subjects under Group A and Rs. 4 for each subject under Group C. In either case, a further endorsement shall be made on the pupil's original certificate with regard to his or her progress in a manner similar to that laid down for the entries in the original certificate.

110. At the beginning of each school year, the Headmaster or Headmistress of each recognised secondary school presenting pupils for the examination shall prepare a preliminary list of pupils on the rolls who intend applying at the close of the school year, with the subjects they take up, and shall forward it to the Secretary to the Board.

111. Not later than the 1st of March every year, the Headmaster or Headmistress shall prepare a final list of those pupils whose names are on the revised list, and whom he or she considers as qualified to appear for the March examination. No pupil shall be sent up who has not kept the full attendance required by the Code or whose progress and conduct have not been satisfactory.

Note.—Pupils of Form VI need put in only an attendance of 75 per cent of the total number of working days in the year, attendance being calculated up to the date of despatch of the S. S. L. C. books from each secondary school to the Secretary to the Board of Examiners.

112. In subjects in which regular instruction is not given at school, the school marks of a candidate need not be entered in the school record. The admission of such candidates should have the previous sanction of the Director.

CHAPTER XII.

The licensing of teachers.

113. No person shall be permitted to teach in any school in the State unless he possesses the qualifications herein prescribed and holds a license granted by the Director, in Form No

Exception 1:—Teachers of the primary classes who were licensed on or before 1st Chingam 1108 are exempted from the general qualifications prescribed below and will be permitted to teach according to their licenses but the licenses shall lapse if they fail to qualify professionally within the time allowed by the Code.

Exception 2:—Persons possessing the requisite general qualifications, but not the professional qualifications, may be permitted to teach in schools on their obtaining a temporary permit from the Director. Such temporary permits will be valid only for one year after completion of the training course in the case of graduate teachers and for three years after completion of the training course in the case of non-graduate teachers and will become automatically void on the expiry of the period, before which the holders should get themselves professionally qualified.