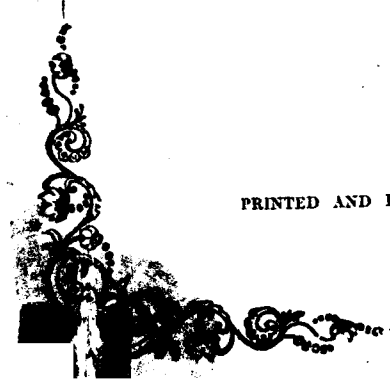


REPORT
ON THE
ADMINISTRATION
OF THE
DEPARTMENT OF PUBLIC INSTRUCTION
IN THE
MADRAS PRESIDENCY,
DURING THE OFFICIAL YEAR
1860-61.

MADRAS:
PRINTED AND PUBLISHED BY H. SMITH, AT THE FORT SAINT GEORGE GAZETTE PRESS.
1861.



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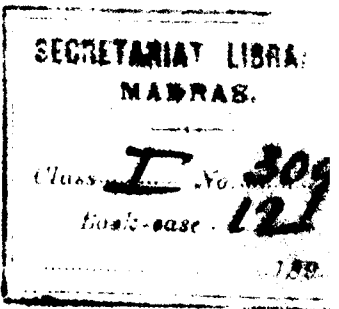
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DURING THE OFFICIAL YEAR

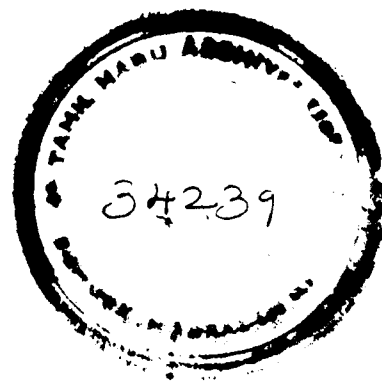
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REPORT ON PUBLIC INSTRUCTION.

1. DIRECTING AGENCY.—During the first two months of the year under review, the direction of the Department of Public Instruction was conducted by Mr. Powell, the Principal of the Presidency College, who acted as Director of Public Instruction during the absence of the permanent incumbent on leave. Mr. Arbuthnot resumed charge of the Department at the end of June. Two of the Inspectors of Schools were absent in England on medical certificate during the earlier part of the year, Captain Macdonald to the beginning of August, and Mr. Caldwell to the beginning of November. During Captain Macdonald's absence, his place was filled by Sir Alexander Grant, late Fellow of Oriel College, Oxford, who, on being relieved from the Inspectorship was transferred to a Professorship in the Elphinstone Institution at Bombay. The loss of Sir Alexander Grant's services, so soon after his arrival, was a matter of great regret to the Director of Public Instruction and to the Government of this Presidency. During the absence of Mr. Caldwell, the inspection of the Districts, which then formed his Division, was divided between Colonel Pears and Mr. Fowler; and on Mr. Caldwell's return, it being considered desirable that the Superintendence of the Tinnevely District should be permanently entrusted to Colonel Pears, a change was made in the distribution of the Districts forming the 4th and 5th Divisions. Madura and Tinnevely were placed under Colonel Pears, and Salem and South Arcot were transferred to Mr. Caldwell. The directing and inspecting agency, as now constituted, consists of a Director of Public Instruction, five Inspectors of Schools, one Deputy Inspector for the Districts of North and South Canara and Malabar, and eleven Deputy Inspectors of a lower grade. The Deputy Inspector in Malabar and Canara corresponds direct with the Head of the Department, and performs all the duties of an Inspector in those Districts, except the inspection of the Provincial School at Calicut, which is entrusted to Colonel Pears. The other Deputy Inspectors act under the orders of the Inspectors of their respective Divisions, and are employed principally as organizing and inspecting Masters of Taluk Schools in the Godavery and Tinnevely Districts where the number of elementary schools connected with the Department is considerable, the duties of the Deputy Inspectors correspond more closely with their official designation.

2. NUMBER OF SCHOOLS CONNECTED WITH THE DEPARTMENT.—The number of Schools connected with the Department at the close of the official year was 575, with an attendance of 21,240 pupils.

The following tables show the distribution of the Schools in the several Districts.

1st.—With reference to the Agency by which they are managed.

Name of District.	Government Colleges and Schools.	Pupils.	Schools supported by a rate under Government management.	Pupils.	Private Colleges and Schools which are in the receipt of or have received grants-in-aid.					Private Schools under inspection which have not received grants.	Pupils.	Total Colleges and Schools.	Total Pupils.	Remarks.
					Established by Missionary Societies.	Established by Natives.	Established by Europeans and Natives combined.	Others.	Pupils.					
Ganjam.....	27	871	..	..	..	..	..	1	65	1	37	29	978	* Eleven of these Schools with an attendance according to the Returns are 722 Yeomiah Schools, in which the instruction is of little or no value, but which are entered on the ground of their being debited to the Department.
Vizagapatam ..	4	130	..	..	..	..	..	..	..	2	217	6	347	
Godavery	14	708	102	1,957	1	..	..	..	53	..	..	117	2,718	
Krishna.....	1	22	..	..	2	1	..	..	390	2	61	6	473	
Kurnool.....	1	120	..	..	..	..	..	..	..	..	..	1	120	
Bellary.....	3	322	..	..	4	..	..	..	211	..	..	7	533	
Cuddapah.....	1	70	..	..	..	..	..	..	..	..	..	1	70	
Nellore.....	*8	83	..	..	4	..	1	..	240	..	..	13	323	
North Arcot.....	*9	1,295	..	..	..	..	..	2	61	..	..	11	1,356	
Madras.....	17	2,136	..	..	20	4	..	4	3,302	..	..	45	5,438	
South Arcot.....	9	560	..	..	..	..	..	..	..	..	..	9	560	
Salém.....	5	344	..	..	..	..	..	..	..	..	..	5	344	
Tanjore.....	9	645	..	..	65	..	..	..	1,357	..	..	74	1,982	
Coimbatore..	8	274	..	..	10	..	1	..	231	13	273	32	798	
Trichinopoly...	1	80	..	..	14	..	..	..	316	..	..	15	396	
Madura.....	4	317	..	..	6	..	..	..	146	1	44	11	507	
Tinnevely.....	..	..	..	..	168	1	..	..	5,957	..	..	169	5,957	
North Canara ..	1	57	..	..	..	1	..	..	110	..	..	2	167	
South Canara ..	4	121	..	..	5	3	..	..	355	..	..	12	476	
Malabar.....	6	387	..	..	1	..	..	3	315	..	..	10	702	
Total..	132	8,542	102	1,957	300	10	2	10	13,109	19	632	575	24,240	

Godavery, at Guntoor in the Kristna District, and at Pennaconda in the Bellary District, as soon as trained Masters are available. The Taluk schools at Wallajahpetta and Srirangam are also to be raised to the grade of Anglo Vernacular schools.

18. TALUK SCHOOLS.—Of seventy-one Taluk schools in operation on the 30th April 1860, nine schools were abolished in the course of the year, in consequence of the smallness of the attendance, and one (the Central school at Narsapur) has been transferred to the list of Anglo Vernacular schools. Six new schools were established and two others will be opened very shortly. The number of pupils under instruction in the sixty-seven Taluk schools which were at work at the close of the year was 2,944.

The reports on the schools in the Districts of Ganjam, Godavery, Madras, North Arcot, Coimbatore, Malabar and Canara, are generally favorable. In Malabar and Canara, although the attendance is small, there has been a considerable improvement in the teaching, which is mainly attributable to the unremitting exertions of the Deputy Inspector Mr. Garthwaite.

Two questions of some importance bearing upon the regulations in force for the management of the schools maintained by Government in the Provinces, which were mooted by Sir Charles Trevelyan, formed the subject of correspondence during the year under review. The first had reference to the rules relating to schooling fees, under which a higher rate of fee is charged in the higher classes of each school than in the lower. Sir Charles Trevelyan considered this rule, which he described as enforcing "an additional fee when a boy begins to learn English," to be objectionable, on the ground that "it opposes an unnecessary obstacle to the boys remaining at school long enough to profit by their education." Mr. Powell, who was then in charge of the Department, concurred in this opinion, and it was ordered that the graduated scale of fees should be superseded by a uniform scale; but when it came to be determined what uniform rate should be adopted in the several grades of schools, the Inspectors and Masters who were consulted were almost unanimous in recommending that the order should be re-considered, and that the system of a graduated scale of fees should be retained. The main argument urged by them in favour of its retention was that the funds of the schools would suffer if a uniform rate were established, and would prove insufficient to bear the contingent charges of the schools, which at present are defrayed from this source. It was also urged that the system of a graduated scale of fees was more equitable and better adapted to teach the people the value of education. The Director of Public Instruction concurred for the most part in the objections raised against the proposed change, and on his recommendation it was determined that the plan of a uniform rate of schooling fee, instead of being generally carried out, should be tried as an experiment in one or two localities. With reference to Sir Charles Trevelyan's remark that "a higher fee was charged for learning English than the Native languages," Mr. Arbuthnot showed that the scale of fee was determined, not with reference to the language taught, but with reference to the character generally of the instruction, the principle being followed of raising the fee as the standard of instruction advances.

The other question had reference to the relations of the English and Vernacular languages in our system of instruction. Sir Charles Trevelyan was of opinion that of late years an undue preference had been given to Vernacular instruction to the prejudice of English instruction, and that the rule under which in the lower classes of the Provincial and Zillah schools and throughout the Taluk schools, "Geography and such like science is taught from Vernacular books and the explanations are ordered to be given in the

"vernacular language," ought to be annulled. Mr. Powell, the Acting Director, expressed similar views, and he pronounced an unfavourable opinion on the Taluk schools. He recommended that the number of these schools should be reduced, their designation altered, and that those retained should be raised to the standard of Anglo Vernacular Zillah schools. Mr. Arbuthnot, to whom the entire question was referred on his return from England, deprecated any radical changes in the existing system. He repeated the arguments previously urged by him in support of his opinion that the Vernacular languages should be largely made use of in schools of all grades, and that in the Taluk schools and in the lower classes of the Provincial and Zillah schools, the whole of the substantive instruction given should be imparted through their medium. He also deprecated the abolition of the Taluk schools, observing that these schools formed an intermediate grade which could not be omitted or overlooked in any comprehensive scheme of national education. "They are," he remarked, "of the class which is referred to in the 42nd paragraph of the Educational despatch of 1854 as schools whose object should be, not to train highly a few youths, but to provide more opportunities than now exist for the acquisition of such an improved education as will make those who possess it more useful members of society in every condition of life! They are essentially *Middle schools*, corresponding to the middle class schools of England, which, in all countries, are resorted to by those classes who are able to go through a course of instruction more advanced than that usually imparted in primary schools, but are not in a position to devote to it that time and money which its acquisition through the medium of a foreign language necessarily demands." He did not overlook the fact that the English language which in most Indian schools takes the place which is occupied by the Greek and Latin languages in the schools and colleges of Europe, being a spoken language, and as the language of the Government being largely used in the transaction of business, has practical claims in this country, which cannot be asserted in Europe in favor of the ancient language of Greece and Rome;" and on this ground he would teach it as a language in all schools "for which it is possible to obtain Masters at all competent to teach it;" but he would not "place it as a barrier against the acquisition of much that is likely to prove useful to those, who, either from inaptitude for mastering a difficult foreign language or from want of time, are unable to obtain that mastery over it, which is essential to the acquirement of accurate knowledge through its medium, by constituting it the language of instruction in all subjects, except the vernacular language." It appeared to him that "the existence of such schools as those now under consideration is essential as a connecting link between the highly educated classes and those whose education is limited to the rudiments of learning, and that instead of, on the one hand abolishing them, or on the other raising the standard of instruction which they are designed to impart, every effort should be made to improve them on their present plan by providing them with trained teachers and with suitable books." "Both these objects," he stated, "were being gradually attained and several of the schools were in a very satisfactory condition. In some cases doubtless the locality was ill-selected and in others the Masters were ill-qualified, and owing to these causes a few schools have had to be removed to other places, and a few have been abolished, but these are matters of administrative detail which though requiring much care and consideration" did not in his judgment "call for any radical changes in the system now in operation." The Government concurred in the Director's views. They were of opinion

that the system prescribed for the Government schools was sound and should be maintained, and that the Taluk schools should be preserved on their present basis. The correspondence will be found in the Appendix.

19. *ELEMENTARY SCHOOLS IN THE HILL TRACTS OF GANJAM.*—The progress of the elementary schools maintained by Government in the hill tracts of Ganjam has been very satisfactory. The number of pupils in attendance when they were inspected in February last was 521, of whom 170 were in the 3rd or highest class. The instruction is given entirely in the Uriya language. It embraces reading, writing, the grammatical study of that language, arithmetic as far as vulgar fractions, the outlines of geography, and the history of Orissa; and in the upper division of the 3rd class, the elements of astronomy are added. The best schools are those at Brahmanapad, Shankerkhol and Purnagar. They contain about 50 boys each, and viewed as vernacular schools are quite equal, if not superior, to the Uriya Taluk schools in the lowlands of Ganjam. The others are less advanced. The Khonds and Vanoes who form the majority of pupils in some of the schools have great difficulty in apprehending abstract ideas. They cannot readily apply the rules or definitions of grammar, seem hardly capable of understanding the didactic portions of the *Hitopodesh*, or the explanations of natural phenomena given in Dr. Sutton's *Catechism of Astronomy*, and they make little or no real progress in history. Reading fluently, writing neatly, and with tolerable correctness from dictation, and a certain degree of proficiency in geography are as much as has been accomplished in schools of this class. A Normal class has been formed at Russelcondah, in which fourteen of the most advanced pupils of the hill schools are being trained as teachers.

20. *GODAVERY VILLAGE SCHOOLS.*—The schools in the Delta Taluks of the Godavery District, which are supported by a rate, collected with the revenue assessment, have been continued during the year under review. The number of these schools on the 30th April last was 101, with an attendance of 1,928 pupils. The Inspector reports favorably on their condition. A question was raised some time ago as to the true character of the rate by which the schools have been maintained, and which was established as a voluntary rate. The Acting Sub-Collector, Mr. Davidson, represented that the rate was not a voluntary one, and that there was great difficulty in collecting it, and the Director of Public Instruction, being of opinion that the voluntary character of the rate was disappearing, if indeed it ever had been really voluntary, which he deemed questionable, recommended with reference to the suggestion made in Lord Stanley's Despatch of the 7th April 1859, as to the expediency of providing for elementary education throughout the country by means of an educational rate, that the rate in question should be converted into a compulsory tax, for the imposition of which the survey and assessment, then proceeding in the District, appeared to present facilities. The Government were opposed to this measure. They objected in principle to a tax for educational purposes as being calculated to excite suspicion and distrust in the minds of the Native community. The Inspector of Schools who has lately visited the District, reports that "in many of the villages the ryots stated that their payments were made cheerfully and the accounts showed that there were no arrears worth mentioning. In others, the villagers maintained, either that they had never voluntarily agreed to the subscriptions at all, or that they had agreed to them on the understanding that they would only last for one year. In these cases, the ryots appeared to have been all along resisting the payments of the rate and often successfully." Captain Maule is of opinion that the schools do not cost the people more than their own indigenous schools did, and that they have done and are doing a vast amount of good.

He apprehends however, that in consequence of the assessment having been raised, the collection of the rate will be attended by more opposition than has been yet experienced, and in this view he is supported by the Board of Revenue, who in a recent report on the assessment of the District, remark with reference to this rate that the "assessment is not of that light character that will admit of cesses being superadded for every special object." The entire question is still under consideration.

21. **GRANTS-IN-AID.**—The sum available under the orders of the Government of India and of the Home Government for expenditure in grants-in-aid of private schools during the year under review was, in round numbers, Rupees 37,000. The whole of this sum was appropriated, but a part of it was not drawn until after the close of the year. Owing to delay in some of the Collectors' Offices the returns of the actual expenditure are not yet complete. The number of private schools under inspection is 326, containing 12,806 pupils.

Among those of the higher grade, the Church Mission school at Masulipatam, under the Reverend R. T. Noble, the Wesleyan Mission school in Madras, the Tanjore Mission school, the Central school supported by the Scotch Free Church Mission at Madras, the Hindu Anglo-Vernacular school at Masulipatam, the Sawyerpuram Seminary, the Native English school maintained by the Church Missionary Society at Pallamcottah, the Wesleyan Mission school at Negapatam, the Anglo-Vernacular School at Coimbatore, and the German Mission school at Tellicherry, are all favorably mentioned in the Inspector's reports. In most of them, however, the standard is lower than in the Government schools of the same grade, and judging from the results of the University and Uncovenanted Service examinations, the instruction is less efficient. The Doveton College and the Wesleyan Mission school were the only aided schools that sent up successful candidates to the last University Matriculation examination, and Mr. Noble's school at Masulipatam was the only aided school whose pupils passed according to the higher standard of the Uncovenanted Service examination. The chief defects are, want of exactness, arising in a great measure from the examinations in writing not being sufficiently frequent, insufficient attention to parsing both in English and the Vernacular languages, neglect of translation, and in arithmetic insufficient practice in applying the rules to practical cases. The neglect of map drawing is also very common, and in many of the schools too much is attempted to be taught through the medium of English to boys whose knowledge of the language is very slight. As an illustration of the evil of teaching arithmetic, by means of the English language exclusively, to boys who have but a very limited knowledge of that language, Colonel Pears mentions that on his directing one of the classes in the Church Mission School at Palamcottah in English, to find the greatest common measure of two numbers, they did so readily, but on his asking them to explain in Tamil what was the meaning of the English word "measure," not one of them could answer. It must not be supposed that the deficiencies above adverted to are not to be found in the Government schools. In these, as in the private schools, they are more or less common, and in one subject especially, viz., reciprocal translation, the reports show that in several instances, the Director's instructions have not been attended to as they should have been. The Managers of the private schools are generally very ready to adopt the suggestions made to them by the Officers of the Department, and to employ good teachers wherever they are able to procure them, and in several of these schools the improvement which has been shown by the inspections of the past year has been very considerable.

22. **TINNEVELLY MISSION SCHOOLS.**—The Mission schools in the Tinnevelly District, which form the great bulk of those entered under the head of Village schools, do not call for any special notice. At the examination held in July last, thirty-four of their teachers qualified for certificates.

23. **SCHOOLS FOR THE BADAGAS ON THE NEILGHERRY HILLS.**—In the Badaga schools, under

* Number on the Rolls.	
On 30th April 1860.	On 30th April 1861.
210	122

the charge of the German Mission on the Neilgherry Hills, the number of pupils under instruction has diminished nearly by one-half,* which the Inspector attributes to the absence, owing to ill health during a great part of the year, of the Missionary who was specially entrusted with the superintendence of these schools. But in all other respects, the schools have improved.

All but two are now provided with Badaga teachers, and though the numbers have diminished, the attendance is more regular. The Inspector states that the boys do their work with far more interest and intelligence than they ever showed before; and as a proof of the increasing estimation in which the schools are held, he mentions that at two places the head man of the village is endeavouring to prepare his own son for the appointment of Schoolmaster.

24. **ANGLO-VERNACULAR SCHOOLS ESTABLISHED BY THE NATIVES OF VIZAGAPATAM AND TINNEVELLY.**—Two important schools established by leading Native residents in the towns of Vizagapatam and Tinnevelly were placed under inspection during the year. That at Vizagapatam was organized in the previous year. They are both designed to educate up to the University Matriculation standard, and are to be maintained on the grant-in-aid principle.

25. **PRIMARY INSTRUCTION FOR THE RURAL POPULATION.**—In the matter of primary education for the rural population but little progress has been made in this Presidency. The rate schools of the Godavery District and the Mission schools of Tinnevelly are the only agencies on any large scale which have as yet been organized for this purpose. When the proposal to establish State schools throughout the country for the instruction of the rural population by means of a compulsory educational rate was mooted in 1859, this Government objected to it on the ground that such a measure was unsuited to the present state of India; that being founded on a principle of compulsion, it would excite suspicion and dislike, and would obstruct instead of promoting the object in view. On this ground they were opposed to the suggestion made by the Director of Public Instruction, that the experiment of a compulsory rate should be tried in two Districts, considering that although the immediate scene of operations would be limited, the public mind would be disturbed by it, and it would justly be regarded as the precursor of a general measure. Their opinion is that, however slow it may be in its operation, the voluntary or grant-in-aid system is the true system for India, and that free scope should be given to it. They see every reason to anticipate that if this principle shall be fully carried out and adequate funds shall be made available for the purpose from the general revenues, education, to use the words of Sir Charles Trevelyan, "will proceed with the smallest practical liability to check or re-action. We shall feel sure of the ground we have gained. We shall work according to the natural process which all experience dictates, and shall carry the upper and middle classes with us in our attempts to penetrate the lower strata of society."

26. **PLAN FOR THE IMPROVEMENT OF THE INDIGENOUS VILLAGE SCHOOLS.**—In the last Administration Report mention was made of an experiment which was being tried in the

Coimbatore District, for the improvement of the indigenous Schools by the employment of organizing Masters, whose business it is to conciliate the Village School Masters, to supply them with useful books and instruct them how to use them and how to classify their pupils. The Inspector has been authorized to give further extension to this measure, to make small periodical grants to such of the Village Masters as place their schools under inspection and manifest a desire to follow as far as they can the advice tendered to them, and use the books in use in the Government Schools. The grants are to depend on the number of pupils able to read intelligently, to write fairly from dictation, and to work sums in the first four rules of arithmetic. If this plan should prove successful in Coimbatore it will be extended to other Districts.

27. EDUCATION OF MINOR PROPRIETORS.—The arrangements sanctioned early last year for the instruction of the Minor Proprietors of Estates under the control of the Court of Wards, have been carried out as far as circumstances would admit. Most of the Minors are studying in Anglo-Vernacular Schools in the Provinces; but it appears from the reports of the Inspectors that in many cases their attendance is very irregular, and that as a rule they are very deficient in application. As they are necessarily day-scholars, the Master of the school can exert little or no influence out of school hours over the conduct of the boys, who are without those incentives to industry and regularity of attendance which usually operate with Native pupils in a lower rank of life. The Director of Public Instruction is of opinion that in the case of those Minors whose estates will afford it, the arrangement determined on by Lord Harris' Government for placing them under the care of a tutor at the Presidency, should be no longer deferred.

28. EDUCATION OF FEMALE MINORS.—The question of educating female Minors is encompassed by many difficulties. Mr. Arbuthnot has recently recommended that the plan of employing Governesses, either European, East Indian or Native, to give them instruction in their own homes should be adopted, wherever it may be feasible.

29. MEDICAL COLLEGE.—The Medical College has been re-organized during the past year. It now consists of three Departments: a Senior Department for the instruction of Candidates for the appointment of Sub-Assistant Surgeon, or for a Degree in Medicine; a second Department for candidates for the appointment of Assistant Apothecary, and a third or Junior Department in which candidates are prepared for the grade of Hospital Assistant. In all the Departments, candidates are admitted on the result of a competitive examination, and candidates for admission into the Senior Department are required to pass the Matriculation examination of the Madras University. The Primary Medical School has been transferred to the College and forms the third Department.

The distinctions on the score of birth, which formerly obtained in the Subordinate Medical Department, have been done away with, and the several Departments of the College are now open to all comers who are able to pass the prescribed preliminary examinations. The Professorship of Medical Jurisprudence as a separate Chair has been recently abolished, and the several branches of that subject are in future to be taught by the other Professors with the subjects to which they are naturally connected. The Professor of Chemistry will lecture on mineral and gaseous poisons; the Professor of Materia Medica on vegetable poisons; the Professor of Surgery on wounds, violent deaths, &c.; the Professor of Medicine on insanity, sudden deaths and hygiene; and the Professor of Midwifery on infanticide, preg-

nancy, and all the allied subjects. The annual report of the Principal, and the report of the Committee by whom the annual examination was conducted, are both favorable. Eighteen students passed for the grade of Assistant Apothecary and twenty-five for that of Hospital Assistant. None of the students in the Senior Department had completed their course.

30. CIVIL ENGINEERING COLLEGE.—The Civil Engineering College has been efficiently conducted. It is still confined to the training of candidates for the appointment of Assistant Overseer and 1st class Sub-Overseer in the Department of Public Works, and at the annual examination held at the close of the session, fifteen Students were found qualified for these appointments. A Senior Department for the purpose of training candidates for the appointment of Assistant Engineer and for the Degree in Civil Engineering will be formed shortly.

31. SCHOOL OF INDUSTRIAL ARTS.—The Committee which was appointed last year to look into the working of the School of Industrial Arts and report on the expediency of maintaining it, has not yet furnished its report.

32. SCHOOL OF ORDNANCE ARTIFICERS.—With the view of improving the teaching in the School of Ordnance Artificers, two of the Teachers have been sent to the Government Normal School, and are now going through a course of training.

33. ARMY SCHOOLS.—A Superintendent of Army Schools having been appointed, the European Army Schools are no longer inspected by the Inspectors attached to the Department of Public Instruction. Such of the Native Regimental Schools as are located in the Districts subject to this Presidency are still inspected by these Officers, and in some of them good school books have been substituted for the trash previously in use. A plan for the complete re-organization of this School is now under consideration.

34. LAWRENCE ASYLUM.—The projected amalgamation of the Madras Military Orphan Asylums and the Ootacamund Lawrence Asylums is still in abeyance, pending the receipt of orders from the Secretary of State. The Committee of the Lawrence Asylum have recently addressed the Government with reference to the present state of the Institution. They observe that their position in regard to it for the last eighteen months has been very unsatisfactory and anomalous, that since the correspondence which took place between the Committee and the Government in January 1860, they have considered themselves merely as conducting the Institution on behalf of Government. "The knowledge that the Government have agreed to maintain it, has led to a great decrease in the subscriptions of the public, and in the expectation from month to month of being relieved of their charge, the Committee have not felt themselves at liberty to take such steps as they otherwise would have done for improving the funds and extending the usefulness of the Institutions."

35. ORPHAN ASYLUMS AT MADRAS AND BANGALORE.—The Orphan Asylums at Madras and Bangalore, both Protestant and Roman Catholic, are in a very satisfactory condition. In all of these, the Orphans are well cared for and the instruction is generally efficient.

36. **EXPENDITURE.**—The returns of the year's expenditure are not complete; but the following may be taken as a tolerably correct estimate of the expense incurred by Government in connection with the Department:—

	Rupees.
Salary and Office charges of the Director of Public Instruction....	45,200
Salary, Office charges and travelling allowances of the Inspectors and Deputy Inspectors	86,000
University of Madras.	7,500
Government Colleges and Schools... ..	3,20,900
Grants-in-aid... ..	35,000
Grant to the Madras School Book Society.	2,000
Preparation of School Books... ..	26,000
Educational Buildings... ..	38,300

Total Rupees... 5,60,900

Deduct.

School fees	7,000
Proceeds of sale of books	27,900
	34,900

5,26,000

Donations amounting to Rupees 32,000 were contributed by the public, principally for the erection of School houses.

OFFICE OF THE DIRECTOR OF

PUBLIC INSTRUCTION,

COONOR, 17th July 1861.

(Signed) A. J. ARBUTHNOT,
Director of Public Instruction.

in continuation of their letter to that authority under date 23rd November 1859. A copy of all the papers will also be forwarded to the Right Honorable the Secretary of State for India.

4. With respect to the Training schools proposed by Mr. Arbuthnot to be established in the Northern Circars, the Ceded Districts, and the Provinces of Malabar and Canara, the Government quite agree with him that these Schools should be set up at the public expense as soon as funds are available for the purpose. They consider too that advantage should be taken of any opportunities that may offer for promoting the establishment of one or more Training schools for females, either by grants-in-aid or by the establishment of such schools under the direct management and control of the Director of Public Instruction.

(Signed) T. PYCROFT,
Chief Secretary.

PUBLIC DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following letter from A. J. ARBUTHNOT, Esq., Director of Public Instruction, to the Chief Secretary to Government, Fort Saint George, dated Coonoor, 31st October 1860, No. 2,003.

1. In the Proceedings of Government, under date the 30th May last, No. 786, the Governor in Council expressed his approval of certain proposals made by the late Acting Director of Public Instruction, with a view to the introduction of a uniform rate of fee into the Government schools, and directed him to issue instructions to the Inspectors and Deputy Inspectors of schools to investigate and report upon the particular fees most suitable for the several schools, in order that the new system might be brought into operation on the re-opening of the schools after the summer vacation.

2. The reports of the Inspectors had not been received when I resumed charge of my Office at the end of June, and as none of them reached me until after the schools had re-opened, and one of them not until the 10th ultimo, I have deemed it advisable to postpone the introduction of the proposed change until after the Christmas vacation, in order that the Government may have an opportunity of re-considering it, with reference to the objections which have been urged against it by several of the Inspectors and Masters of schools.

3. In determining the rate of fee that would be most suitable in different localities, the Inspectors were directed to have regard to the following principles:—

- (1.) That the rate of fee should be adapted to the wealth and enlightenment of the locality.
- (2.) That the amount likely to be realized under the new system should not fall below the sum at present received.

4. Before proceeding to review the recommendations of the Inspectors, I will briefly notice the arrangements at present in force, and the principles upon which they were settled. The schools supported by Government in the Provinces, are divided into three classes—Provincial, Zilla, and Taluq schools. There are a few schools of an intermediate class designated as Anglo-Vernacular schools, but at present the course of instruction in them is very much the same as in the Taluq schools, and the only difference is that the

Masters are more efficient and more highly paid than the Taluq Schoolmasters. The course of instruction laid down for the Taluq schools rises from the rudiments of the Vernacular language of the District (a knowledge of the alphabet being required on admission)

5TH CLASS.

TAMIL,

Prose. Panchatantra.

Poetry. Niti Neri Villakam.

Grammar. Pope's Third Grammar.

OR TELUGU.

Prose. Niti Chandrica.

Poetry. Niti Sangraham.

Grammar. Andra Vyakaranam.

ENGLISH.

Prose. Supplement to the 4th Book of Lessons, Irish Series.

Poetry. Selections in English Poetry, No. 1.

Grammar. Elements of English Grammar published at Madras.

MATHEMATICS.

Arithmetic. Colenso's, Parts I and II to be revised.

Algebra. Colenso's Elementary Algebra in Tamil. The English work to be used as a text book by the Masters of the Telugu schools until a Telugu version is prepared.

Geometry. Translation of Lund's Geometry.

HISTORY.

England. Tamil translation of Morris History of England. Morris History of England to be read in English in Telugu schools until a Telugu version is ready.

GEOGRAPHY.—Manual of Geography published by the South India Christian School Book Society to be used as a text book.

ASTRONOMY.—Hall's Outlines of Astronomy.

POLITICAL ECONOMY.—Adaptation of Whateley's Easy Lessons on Money matters, by A. Govinda Rau.

at 4 Annas for all others. In South Arcot, Salem, Trichinopoly, Coimbatore, and Madura, there are three rates—2 Annas in the lowest class, 4 Annas in the second and third, and 8 Annas in the fourth and fifth. In Tanjore it is fixed at 4 Annas in the three lowest classes, and 8 Annas in the two highest. These rates were fixed in March 1859, on the revision of the educational establishments pursuant to the orders passed by Government on the scheme of establishments submitted with my letter of the 16th October of the previous year. Up to that time the general scale of fees had been lower, the majority of the pupils in schools of this class paying only 2 Annas a month. It was necessary to raise them in order to provide for the contingent expenses of the schools, which, according to the new scheme, were to be, and are, defrayed entirely out of the school fees.

5. In the Zilla schools of Chittore and Madura the fees are fixed at 8 Annas in the three lower classes, and at 1 Rupee in the three higher. In those at Berhampur, Rajahmundry, Cuddapah, Cuddalore, and Salem, there are three rates—4 Annas, 8 Annas, and 1 Rupee.

6. In the Provincial schools there are three rates, viz., 8 Annas, 1 Rupee and 3 Rupees.

7. In the Zilla schools the scheme of instruction is framed with reference to a division of each school into six classes; and in every class, beginning with the first or lowest, English is taught. In the three lower classes the instruction in Arithmetic, History, and Geography is given in the Vernacular language; in the three higher classes the instruction in these subjects as well as in Geometry, Algebra, &c., is given in English. A similar system is observed in the six lower classes of the Provincial schools, which correspond to the six classes of the Zilla schools; also in the three higher classes of the Provincial schools the Vernacular instruction

and of arithmetic, which form the subjects of instruction in the first or lowest class, to the course noted in the margin, which, if properly gone through, is sufficient to impart a good scholar-like knowledge of the Vernacular language of the pupils, a fair acquaintance with the English language, a good knowledge of Arithmetic and of the elements of Geometry and Algebra, a fair knowledge of General Geography and of the leading facts of the Histories of England and India, and some acquaintance with the outlines of Astronomy and the rules of Political Economy. In these schools the study of English is commenced in the second class and prosecuted in the three higher classes. The rate of fee varies. In many of the schools, including all those in the Northern Circars, in the Districts of Nellore, Chingleput, North Arcot, Malabar, and Canara, it is fixed at 2 Annas a month for the first or lowest class, and

is confined to Language. Except, therefore, with reference to the lowest class in the Taluq schools, which is ordinarily composed of very youthful pupils, whose knowledge of their own language is too slight to admit of their entering upon the study of a foreign language, it is incorrect to say that "the pupils at schools connected with Government are not permitted to commence English until they have gone through a certain course of Vernacular instruction," or that "a higher fee is charged for learning English than the Native language." The scale of fee is determined, not with reference to the language taught, but with reference to the character, generally, of the instruction, the principle being followed of raising the fee as the standard of instruction advances.

8. The following is an abstract of the recommendations* made by the Inspectors, Deputy Inspectors, and Masters of schools, who were called upon by Mr. Powell to report what would be a suitable rate for each of the several schools with which they are connected, upon the plan of charging the same rate in each class.

9. Sir Alexander Grant recommends the following rates of fee:—

For the Taluq schools, 4 Annas monthly.

„ Zilla schools, 8 do. do.

„ Provincial schools, 1 Rupee do.

His recommendation is based on the reports of the Head Masters of the two Zilla schools at Berhampur and Rajahmundry, the latter of whom is strongly in favor of a uniform rate of fee, and of the Deputy Inspectors of the schools in the Godavery and the Kistna Districts. The Deputy Inspector in Vizagapatam recommended a lower rate of fee for the Taluq schools in that District; but for reasons in which I concur, Sir A. Grant prefers the rate proposed by him, viz., 4 Annas. The Deputy Inspector in Ganjam is opposed to a uniform rate as being calculated to reduce the attendance in the lower classes. Sir A. Grant is in favor of an equal rate of fee throughout each school, as tending to induce parents "to leave their children at school for a long enough time to be really benefited."

10. Mr. Fortey recommends, in the event of the proposed change being carried out, the following rates of fee:—

For the Provincial school at Bellary... 1 0 0

Zilla school at Cuddapah..... 0 12 0

Anglo-Vernacular schools..... 0 8 0

Taluq schools..... 0 4 0

He, at the same time, states that he considers "the introduction of a uniform fee will be an unmixed evil. He is of opinion that the payment to be made should be determined by the value of the thing received, as in all business transactions;" that "a low rate of fee should be demanded for an elementary education, while those who wished to go through a more extended course should be compelled to pay proportionately. He considers that the schools should eventually be made self-supporting;" "that although this may not, and probably will not, be effected for a long time to come," "it is an object which should always be kept in view;" and that "the fees in Government schools should be raised gradually from time to time with a view to its eventual accomplishment;" that the best way of teaching the people the value of education is to make the

* NOTE.—The original reports are enclosed.

" school-fee proportionate to that value, not charging the same price for an elementary education as for that requiring an expensive teaching agency."

11. Mr. Kershaw, the Head Master of the Bellary Provincial school, is of opinion that in those Institutions in which there is a division into different schools, as in the Provincial and Zilla schools, which are divided " into upper, middle and lower, and upper and lower schools, respectively, a graduated fee is the best calculated to effect the objects required " by a capitation fee, viz., to teach the people the value of education and to ensure discipline among the scholars."

12. He observes that a suggestion made by the late Acting Director to the effect that there should be three rates of fees—one for a Taluq, another for a Zilla, and a third for a Provincial school—appears to him to infer the propriety of a graduated fee for Zilla and Provincial schools, " for the three lowest classes in the Zilla or Provincial schools correspond, " in the quality of instruction, with a Taluq school, and the six lowest classes in a Provincial school correspond in a similar manner with a Zilla school."

13. Mr. Fowler recommends that if a uniform rate of fee be resolved on, it be fixed at 4 Annas for the Taluq schools and 12 Annas for the Zilla and Provincial schools. He is in favor of charging a lower fee in the lowest class of each Taluq school, and a uniform fee in each Zilla school, and in the six classes of each Provincial school which correspond to the classes in a Zilla school. In the three higher classes of each Provincial school he would charge a rate of fee considerably higher. The Head Masters of the Zilla schools at Chittoor and Cuddalore are strongly in favor of a graduated rate of fee. The latter states the following objections to a uniform rate:—

" The adoption of a uniform rate is met at the threshold with a difficulty not easily overcome, if it be, as it seems, the object of Government to educate the masses. At what rate it may be asked could such a fee be fixed so as not, on the one hand, to lower the value of education in the eyes of the people, or, on the other hand, to exclude the majority from sharing in its benefits. If to accommodate the bulk of the people, the price of instruction were fixed too low, the wealthier portions of the community would lightly esteem the cheap commodity and undervalue the labours of the teacher; whilst on the other hand, if the fee be too high, the lower classes cannot be expected to avail themselves of the education offered to them. The plan of a graduated fee, in my opinion, meets the wants of all classes of the native population; guarding at the same time the labours of the teacher and the instruction imparted by him from undue depreciation; and acting " as an incentive to the pupil to higher attainments in the path of learning."

14. Colonel Pears is of opinion that if a uniform fee is to be charged, it should be fixed for a Provincial school at 1 Rupee, for a Zilla school at 8 Annas, for a Taluq school at 4 Annas; but he earnestly hopes that " on re-consideration, the present graduated scale, " subject, of course, to modifications from time to time, may be retained."

15. He prefers a graduated scale to a uniform charge for the following reasons:— 1st—that by lowering the charge in lower classes, many scholars are attracted to the school who would not join it if a higher payment were demanded, but who, nevertheless, having made some progress and being desirous of making more, do willingly pay a higher charge as they rise in the school; 2nd,—that the graduated scale is the most just, the three divisions in a Provincial school being virtually three different schools, and it being unreasonable that a boy in the lowest class of a Provincial school should pay more than a

boy in the highest class of the Zilla school; 3rd,—that the people are well satisfied with the present scale of payments; 4th,—that there are two classes of objections to the course " of instruction in the Taluq schools—" while the richer complain that English is not " enough taught, the poor frequently complain that the standard is too high, and that " much is taught which their children do not need." Colonel Pears does not suppose that " any system could be devised that would entirely obviate both these objections;" but " while the present system with a graduated scale of payments goes far towards doing so, " inasmuch as it provides a higher kind of education for the rich at a higher charge, and " a lower for the poor at a lower charge, the introduction of a uniform rate would " give additional ground for one of these objections, without in the least obviating the other."

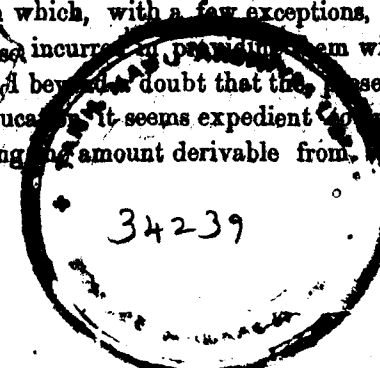
16. Mr. Thompson, the Head Master of the Provincial school at Calicut, believes the present graduated system of school fees to be preferable in many respects to a uniform rate. He observes that in the event of its introduction, the rate which must be demanded in order to prevent any loss in the income from this source, " will press very heavily on " some of the pupils, particularly on those of the preparatory East Indian class." " The " parents of the advanced pupils have become accustomed to the higher rate of fee, and " pay it, if not with cheerfulness, at least with regularity, and their satisfaction at the " reduction would be small as compared with the discontent felt by the parents of the " less advanced pupils at having to pay a higher rate of fee for the same quality of instruction."

17. Mr. Scott, the Officiating Head Master of the Zilla school at Salem, is equally opposed to a uniform rate of fee.

18. Mr. Garthwaite, Deputy Inspector of schools in Malabar and Canara, deprecates the change on the ground that if the lowest rate of fee now charged be adopted as the uniform rate, the school fund will be insufficient to meet the expenses they have to bear, while a higher rate would drive away many who now attend the lower classes for the sake of the elementary instruction afforded in them.

19. I concur for the most part in the objections which have been urged by the majority of the Inspectors and Masters who have been consulted in this matter, against the introduction of a uniform rate of fee in each school. I cannot admit the correctness of Mr. Powell's statement that the fee is to be looked upon merely " as a security for regularity of attendance and a means of making the people attach value to education," and not in any way as a provision for defraying the expense of instruction. In all the existing Government schools, the contingent expenditure, as distinguished from that which goes to defray the payment of salaries, is provided for out of the school fees. In course of time it may be hoped the receipts from this source will considerably increase, as they have done in Bengal, where, in several of the higher schools, the school fees exceed the amount contributed by Government towards the expenses of the school; while in some, the entire expenditure is defrayed from this source; and the schools, instead of being a source of cost, are a source of profit to the State. It appears to me extremely desirable that the scale of fees should be gradually increased, and that it should eventually form an important item in the income of each school. It is the only form in which, with a few exceptions, the people of this Presidency bear any share in the expense incurred in providing them with a sound education; and unless it shall be established beyond doubt that the present system works prejudicially to the advancement of education, it seems expedient to avoid any measure which would have the effect of reducing the amount derivable from school fees. It is

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clear from the reports from which I have quoted, that in some cases, at all events, the adoption of a uniform rate of fee will so reduce the aggregate amount received from this source, as to render it necessary that the Government should make other provision for the contingent expenditure of the schools. It may be true, as is stated in Sir Charles Trevelyan's Minute and Mr. Powell's letter, that a graduated scale of fees prevents some pupils from going on to the higher classes who would otherwise do so; but, unless the lowest rate which is deemed suitable for the lowest classes be applied to all, there is obviously a considerable risk of boys being excluded by a uniform rate of fee from entering the school at all, who under the present system are attracted into the lower classes by the low rate of fee charged in them, and who, as Colonel Pears observes, "having made some progress and being desirous of making more, do willingly pay a higher charge as they rise in the school."

20. I cannot admit the inconsistency to which Mr. Powell adverts, as evinced by those who advocate a graduated scale of fees, and at the same time consider scholarships desirable. And here, I would remark that the Inspectors and others who, in the reports herewith transmitted, have urged the retention of a graduated scale, are not, so far as I have had an opportunity of observing, by any means warm advocates of an extensive application of the scholarship system. Mr. Fortey, indeed, who has expressed himself in stronger terms than any of the other Inspectors as to the inexpediency of the proposed change, has more than once suggested to me that scholarships should be entirely reserved for students under training as teachers, on the ground that the inducements which are now held out to the Natives of this Presidency to obtain a liberal education are sufficient, without any additional stimulus in the shape of payments to advanced students. But assuming the fact to be as stated by the late Acting Director, I am unable to see the alleged inconsistency. The number of scholarships given in any one school is usually very limited. They are given as incentives to meritorious scholars, and especially to poor, but deserving, scholars who might otherwise be without the means of continuing their education. The distinction, I take it, is this: By maintaining a uniform rate of fee, the same advantages are held out to the poor as to the rich, irrespectively of the ability or desire manifested by either to profit by these advantages. By offering a limited number of scholarships, deserving students are encouraged, and, if poor, are provided with the means, which otherwise they would want, of continuing their studies. In the latter case the boon is offered, not to poverty, but to industry and ability; while in the former, it is offered indiscriminately to dullness and intelligence, poverty and wealth. The system of a graduated scale of fees is in accordance with the natural order of things, and with the important principle of adapting the education given to the probable position of the pupils in after-life. To the above, I would add that I very much doubt whether the difficulty which unquestionably exists in filling the higher classes in our schools is attributable in any appreciable degree to the higher rate of fee charged in those classes. In my opinion it is caused principally by the desire which prevails among the pupils and their parents that the former should obtain employment as soon as possible after they have received such instruction as they conceive to be sufficient to qualify them for a subordinate situation in the public service. The Presidency College, in which the scale of fees is the same in all classes of both Departments, is an instance in point. Here it is evident that the difficulty which is experienced in filling the classes of the Senior Department, is in no way connected with the amount of fee.

21. For these reasons, I beg leave to recommend a re-consideration of the orders which have been passed for the entire abolition of the present system of a graduated scale of fees; but at the same time, although I prefer it in principle, and think that in many places it is likely to work better in practice than a uniform rate, I would suggest the adoption of the latter in one or two localities; and if it should be found that under its operation the higher classes are better filled than in those schools in which the graduated scale obtains, there will be no difficulty in extending it. The schools which I would propose to select for the experiment are, the Provincial schools at Bellary and Combaconum, the Zillah school at Salem and the Taluq schools in Tanjore. At all these places the desire for education is, I think, sufficient to obviate the risk of the school fee fund falling so low as to be insufficient for the contingent expenditure.

22. It remains for me to advert to the opinions recorded in Sir Charles Trevelyan's Minute of the 19th March last, and in Mr. Powell's letter of the 10th of the following month, on the relations of English and Vernacular instruction. Sir Charles Trevelyan considers that of late years an undue preference has been given to Vernacular instruction to the prejudice of English instruction, and in proof of this, he draws attention to the following alleged facts; 1st, that the pupils at schools connected with the Government are not permitted to commence English until they have gone through a certain course of Vernacular instruction; 2nd, that Geography and such like science is taught from Vernacular books, and the explanations are ordered to be given in the Vernacular language; and 3rd, that a higher fee is charged for learning English than the Native language. Adverting to the relative claims of the English and Vernacular languages in connexion with Native education, which he has heard alluded to as if they were antagonistic, Sir Charles Trevelyan observes, that "they both of them have an indispensable part to perform in the present stage of Indian progress, the one as the language of superior education, and the other as the language of popular education, of business, and of common life." Mr. Powell entertains similar views. He pronounces an unfavorable opinion on the Taluq schools as being "neither the one thing, nor the other;" as "pertaining neither to superior education nor to popular education." He recommends that their number should be reduced, their designation altered, and that those retained should be raised to the standard of the Anglo-Vernacular Zilla schools. He does not in express terms offer an opinion as to the extent to which the Vernacular languages should be made use of as means of instruction; but from the general tenor of his observations, it is to be gathered that he considers that in schools of this class, the Vernacular should be studied merely as languages; for when he speaks of "not deluding ourselves into the idea that these languages are capable of sudden expansion into vehicles of profound thought," he evidently adverts to the rule at present in force under which what I may term as substantive instruction is up to a certain point imparted in the Vernacular.

23. I have already shown that Sir Charles Trevelyan is mistaken in supposing that the study of English is not commenced at an early stage in the course of instruction. In the Provincial and Zilla schools it is begun in the lowest class, one-third of the entire time allotted to instruction being devoted to the study of the English language, and the remaining two-thirds being divided among the Vernacular language, Arithmetic, History, and Geography, which subjects in the three lowest classes of each school are taught through the medium of the Vernacular. In the higher classes four-fifths of the school time are

given to the English language and subjects taught through its medium. In the Taluq schools, English is begun in the lowest class but one, the instruction in the lowest being confined to reading and writing in the Vernacular, the tables in arithmetic, and perhaps the first of the four elementary rules of arithmetic. The study of English being begun in the second class, is continued in the third, fourth and fifth, but it is taught merely as a language. Such at least is the rule, which however is not universally adhered to. In some of the Taluq schools, owing to the ignorance of the Masters, of English, it is not taught at all; while in Malabar, owing to the want of Vernacular books until quite recently, everything, except language, has been taught through the medium of English. Both these defects, as I consider them, are in course of being remedied, the course of instruction in the Normal schools having been so arranged as to provide a sufficient supply of Taluq schoolmasters possessing a fair knowledge of English, while the want of Malayalam school books is being rapidly met.

24. I have more than once explained upon what grounds I consider it desirable that even in the higher schools elementary instruction should be conveyed through the

medium of the vernacular languages; and from the Orders* which I have received, I have been led to infer, that the rule laid down on that subject had met with the

* Proceedings of Government, under date the 4th October 1859, No. 1512, and 18th February 1860, reviewing the Annual Report on Public Instruction for 1858-59, and printed with it.

approval of the Madras Government and of the Secretary of State. My views on the subject are fully stated in the following extract from my review of the report of the Committee, who prepared the scheme of instruction now in force in the Government schools:—

“In authorizing the introduction of English at a somewhat earlier stage in the Taluq school course than that at which it has been hitherto permitted, the Director is not influenced by any change in the sentiments which he has long entertained and which he has frequently placed upon record, as to the expediency of imparting all elementary instruction through the medium of the languages in which the pupils are accustomed to speak and think. He is convinced, and the conviction is strengthened whenever he visits a school in which English is made use of as the medium of imparting elementary instruction, that in such schools, even supposing the Masters to be competent English scholars,—a state of things which cannot be looked for for some time to come in the Taluq schools—much of the instruction which is given is absolutely thrown away, owing to the ignorance of the pupils of the medium through which it is conveyed, and that in this way much time is wasted which might be more usefully employed. On this point the Director believes that his sentiments are in accordance with those of the Members of the Committee who drew up the scheme now under consideration, and with those of the majority of persons who have had much practical experience in the business of education in this country; but a contrary opinion is entertained in some quarters, and as it has been lately broached by one of the Inspectors and in some of the leading newspapers, he desires once more to record his views on the subject and the reasons on which they are founded.

“In the first place, he would remark that the English language is confessedly a very difficult one for foreigners, and that it is only after long and laborious practice in speaking, reading, and writing it that any thing like a ready command of it is to be acquired. It is also in every respect most alien, in regard to form and construction, to the languages of India; and notwithstanding the remarkable facility which the Natives of this country

“evinced in the acquisition of languages, it is well known that comparatively few of the most advanced Native scholars acquire that readiness and accuracy in speaking and writing the English language, which is by no means an uncommon accomplishment in an educated Englishman as regards the languages of Europe. It is one thing to acquire such a smattering of English as is very commonly possessed by the domestic servants, and many of the subordinates in the public offices in this Presidency. It is another thing to acquire such a command of the language as shall qualify the student to receive, with facility and in an intelligent manner, instruction imparted through its medium. The latter is a qualification which, circumstanced as the Native pupils usually are, seldom speaking or hearing the language spoken out of school hours, it is hardly possible for a very youthful student to obtain; hardly possible, it may be said, for any but a comparatively small section of the students who resort to our schools.

“It may therefore be safely affirmed that, in the case of youthful pupils, a far greater amount of knowledge may be imparted through the vernacular in a given time than through English, and that the knowledge acquired through the former is likely to be much more accurate and real, more clearly impressed upon the mind, and, consequently, better adapted to inform, train and discipline it than that which is acquired through a language imperfectly understood, and in the acquisition of which the attention of the learner must be more or less distracted from the actual subject matter of the lesson by the difficulties which, at every step, arise from his imperfect acquaintance with the language employed by his teacher.

“For these reasons, the Director is of opinion that even in the higher schools, where something of a liberal education is attempted to be given, the basis should be laid in the vernacular. Such a course is by no means incompatible with the accurate study of the English language and of its literature in the higher classes, and, through its medium, of those more advanced branches of science in which the vernacular languages fail to provide the necessary text books.

“When we come to the lower schools, the absolute necessity of using the vernacular languages to a considerable extent becomes still more obvious. Under the most favorable circumstances the salaries of the teachers must be small, and their qualifications will be limited in proportion. As a general rule, their education will have extended over a shorter period than that of their more highly paid brethren, and their ability to convey instruction through the medium of a foreign language will be proportionately less. The pupils too will usually continue under instruction for shorter periods, and it will be the more important that the instruction which they receive shall be imparted to them in the language most familiar to them.

“In the lowest, or what may be designated as the primary schools, where the instruction has to be restricted to reading, writing, and arithmetic, it is clear that unless it be determined to substitute, or rather to attempt the substitution of English for the vernacular languages throughout the country, instruction must be imparted entirely in the vernacular. It is difficult to over-rate the importance of placing these schools on an efficient footing, and yet it would be idle to look for any marked improvement in them, if the system of instruction in the schools of a class immediately above them does not provide for its being imparted in a great measure through the medium of the vernacular. The teachers of the Primary schools, in order that they may teach efficiently, must have

"gone through a course somewhat more extensive than that which they are called upon to teach. It is notorious that, as a general rule, Native students who have received a purely English education are constantly unable to explain in their own language what they have acquired through the medium of English. Provision therefore must be made in the Taluk schools and others of a similar grade for raising up teachers for the Primary schools, and to this end, the vernacular languages must be largely made use of in the former."

25. The above opinions are not singular. They are shared in by three of the Inspectors at present employed in this Presidency, by Sir Alexander Grant, by some of the leading Educationists in Bengal, and by a large number of persons connected with Missionary education all over India.

26. Colonel Pears, in his report on a tour of inspection in 1858, makes the following remarks:—

"I wish to submit for your consideration two points which have, in the course of this inspection, impressed themselves very strongly upon my own mind. The first refers to the Provincial and Zillah schools in which the English language is made the chief, if not the only, medium for the communication of substantive instruction. Whatever advantages this system may possess, it is impossible to look closely into the state of a school of this class without perceiving that it has serious disadvantages also. From the main part of the business of the school being carried on in the English language, of which even the most advanced of the scholars have but an imperfect knowledge, and the vernacular language being comparatively little studied or valued, the consequence is that boys never attain to the habit of accurate expression either in the one language or the other; nor consequently to that of accurate thinking, a habit, I need hardly say, of incalculable importance, morally as well as intellectually, being as essential to truthfulness of character as to intellectual power. I fear from what I have seen that the Mathematical training given in these schools, sound and good though it is, does not do much to counteract this evil. I could not but observe, too, the tendency which this system has to foster a feeling (natural enough under any circumstances) of vanity in the boys. This fault, so opposed to any real improvement, is too often and too plainly betrayed in their demeanor, both in and out of school."

27. Mr. Fowler, reporting on a school under the management of a Native Committee at Saint Thomas' Mount, writes:—

"And here I beg to remark on the extreme delusion under which many Natives labor. The managers, I will suppose, wish to teach, and the pupils to learn English as quickly and as well as possible; and with this I see no room to find fault. The steps taken, however, for effecting the object are most ill-conceived. The vernacular is banished, and English read—spoken, read badly,—spoken ungrammatically, the whole day without any attempt to have the thoughts translated. It would be a great thing, if, by some means, the untrained Native teachers could be convinced that the best way of teaching English is by constant reciprocal accurate translation; and that loose inaccurate speaking of it prevents boys from gaining any real knowledge of any subject, and lays such a foundation of inaccuracy in language as a basis of sound knowledge can never be raised on. In the school on which I am now reporting, this struck me very forcibly."

"The accompanying table will show that every class obtained a very low average indeed, and this I think is to be put down, not so much to the dulness of the boys, or even to the inefficiency of the teachers, (for, from the intelligence shewn by about two-thirds of the school, it seemed to have been fairly taught) as to the fact that the former were constantly listening to a foreign language, and that consequently they get into the way of listening very little and of understanding less. To attempt to teach Hindu boys Euclid, Algebra, Geography, and History, in English seems to me not a whit less irrational than it would be for a German to open a school in England and banish every language except his own, and then expect the boy to know what he was talking about. The English language is so difficult (indeed any foreign language would be) that instead of dissipating the attention of the boys by trying to make them learn substantive knowledge through it as a medium, it would be vastly better to have nothing but language studied for the first two or three years; by the end of that time, the pupils would have acquired such a command of it that they could learn more of History, Geography, &c., in three months, than would have been learnt in three years according to present practice."

28. Sir Alexander Grant writes:—

"All that I have seen appears fully to bear out Mr. Arbuthnot's opinion that the subjects of rudimentary education should be taught, not in English, but from text books translated into the vernacular. Lower than the fourth class in the Taluk and Zillah schools, boys are certainly not capable of clearly understanding books written in English, and they are only too apt to acquire the words without attaching any definite meaning to them."

29. At the Missionary Conference lately held at Liverpool, which was attended by Missionaries from all parts of the world, great stress is laid on the expediency of making the vernacular languages the medium of all the theological instruction which is imparted to the Native agents destined for employment in the various Missions. While laying down the general principle that with the greater number of such agents "an education through the medium of their own tongue will be found sufficient," that "with others English may be added to a certain extent," and that "with a few, an extensive knowledge of the English language and literature will be found the means of storing their minds with larger knowledge furnishing them for those higher labors to which men of distinguished ability in great heathen cities are constantly called." The Conference* believe that in all cases the more "directly theological portion of their education should be given in the Native language; that in their own tongue they may become perfectly

* Conference on Missions held in 1860 at Liverpool, page 229.

"familiar with all the expressions, texts, technical terms, and phrases which are required in every hour of an active preacher's life: lessons on preaching, specimens of sermons, arguments and discussions should all be given in the Native tongue; and it would be well if in their private reading these Native students used only their vernacular Bible;" or, in other words, that that knowledge which is the most important to the student with reference to his future duties, which it is requisite that he should master with the greatest possible accuracy and precision, and re-produce with readiness and clearness of expression for the benefit of his unlearned countrymen, should be imparted to him through the medium of the language in which he and they are alike accustomed to speak and think.

30. The Committee for the improvement of schools in Bengal, which sat at Calcutta in 1857 and which was composed of *three Inspectors of Schools, two European teachers, employed in Government schools, one Native (the latter, I believe, a teacher,) and one Missionary of considerable experience in education, (the Rev. J. Long.)—referring to a class of schools which had risen up in that Presidency “intermediate between the purely vernacular or Village schools and the English or Zillah schools,” advert to the subject in the following terms:—

“The Committee are unanimously of opinion that the tendency of such schools is to aggravate a very serious evil which has more than once been brought to your notice in the Reports of the Inspectors of Schools, viz., the substitution of a very imperfect and inaccurate knowledge of English, with a still smaller knowledge of other things, for that higher education which, while giving full and accurate information of a practical kind, would at the same time strengthen the faculties of the mind. Under the present system, the schools in question merely serve to create a class of persons who, while too ignorant of English to be able to rise to a higher position in life, and possessing no knowledge or mental training which would enable them to exercise a healthy or enlightening influence on those around them, are, in consequence of the superiority which their English school education gives them in their own eyes, *unwilling to follow the calling of their fathers, and are consequently discontented with their position in life.* The number of this class of schools, it may be observed, is increasing rapidly under the grant-in-aid rules.”

“The Committee are sensibly alive to the importance of making the education at these schools,—acting as they do upon that very important section of the community known as ‘the middle classes,’—a means of diffusing throughout the country, knowledge of a practical kind, bearing on the daily wants and occupations of life; and of enlightening the masses generally. And they firmly believe that to do this, such knowledge should be imparted through the medium of the *vernacular*. It can hardly be necessary to prove by detailed arguments, that the medium of instruction for any people should be *their own* and not a foreign language. The Committee would advert merely to two facts; first, that knowledge must obviously be more accurate and real when imparted in a language already familiar than when the medium used is a foreign tongue, the acquisition of which is in itself difficult; and secondly, that a far greater amount of knowledge can be imparted through the vernacular in a given time, and for a given expenditure, than through English; and time and expenditure are important considerations to the classes who frequent these schools.”

“The only question upon which any difference of opinion exists among the Members of the Committee is, how far the present class of Teachers and the present text books are sufficient for the communication of full and accurate knowledge in Mathematics, History, Geography, and Natural Philosophy. They are, however, quite agreed that all the requisite means may be provided in a very short time; and that steps should be taken at once to provide such means.”

31. In regard to the position of the Taluk schools, which Mr. Powell considers to be unsatisfactory and anomalous, as pertaining neither to superior nor to popular education, I would observe that those schools belong to an intermediate grade which cannot be overlooked or omitted in any comprehensive scheme of national education. They are of the class which is referred to in the 42nd paragraph of the Educational Despatch of 1854 as

schools “whose object should be, not to train highly a few youths, but to provide more opportunities than now exist for the acquisition of such an improved education as will “make those who possess it more useful members of society in every condition of life.” They are essentially *middle schools* corresponding to the middle class schools of England, which in all countries are resorted to by those classes who are able to go through a course of instruction more advanced than that usually imparted in primary schools, but are not in a position to devote to it that time and money which its acquisition through the medium of a foreign language necessarily demands. I do not overlook the fact that the English language, which in most Indian schools takes the place which is occupied by the Greek and Latin languages in the schools and colleges of Europe, being a spoken language and, as the language of the Government, being largely used in the transaction of business, has practical claims in this country, which cannot be asserted in Europe in favor of the ancient languages of Greece and Rome; and on this ground, I would teach it as a language in all schools for which it is possible to obtain Masters at all competent to teach it; but I would not place it as a barrier against the acquisition of much that is likely to prove useful to those who, either from inaptitude for mastering a difficult foreign language, or from want of time, are unable to obtain that mastery over it which is essential to the acquirement of accurate knowledge through its medium, by constituting it the language of instruction in all subjects, except the vernacular language. It appears to me that the existence of such schools as those now under consideration is essential as a connecting link* between the highly educated classes, and those whose education is limited to the rudiments of learning; and that instead of, on the one hand, abolishing them, or, on the other, raising the standard of instruction which they are designed to impart, every effort should be made to improve them on their present plan by providing them with trained teachers and with suitable books. Both these objects are being gradually attained, and several of the schools are in a very satisfactory condition. In some cases, doubtless, the locality was ill-selected, and in others the masters were ill-qualified; and owing to these causes, a few schools have had to be removed to other places, and a few have been abolished; but these are matters of administrative detail, which, though requiring much care and consideration, do not, in my judgment, call for any radical changes in the system now in operation.

ORDER THEREON, 19th January 1861, No. 88.

Order of Government, 30th May 1860, No. 786.

Minute by the Honorable Sir C. Trevelyan, 19th March 1860, in Proceedings of Government, 26th idem.

Letter from Mr. E. B. Powell, Acting Director Public Instruction, 10th April 1861, in Proceedings of Government, 3rd May 1860.

With reference to the papers noted in the margin, the Director of Public Instruction submits his views on the subjects of the introduction of a uniform rate of fee into the Government schools, and of the relations of English and Vernacular instruction in the Educational Scheme for the Madras Presidency.

2. On the first of these questions, the Director has forwarded the original reports made by the Inspectors, Deputy Inspectors and Masters of Schools who were called upon by Mr. Powell to state what would be a suitable rate for each of the several schools with which they are connected, upon the plan of charging the same rate in each class. He has also embodied in his letter an abstract of their several replies.

* The necessity of such a connecting link is forcibly stated in the following extract from Mr. John Fryer Thomas' Minute of the 26th June 1861.

“I will first express my decided conviction that a system, which contemplates only the imparting a high measure

3. With few exceptions, the Officers who have been thus referred to, are opposed to the adoption of a uniform rate of fee. Mr. Arbuthnot states that he "concurs for the most part in the objections which these Gentlemen have urged. He cannot admit the correctness of Mr. Powell's statement, that the fee is to be looked upon merely as a security for regularity of attendance, and a means of making the people attach a value to education, and not in any way as a provision for defraying the expense of instruction. In all the existing Government schools, the contingent expenditure, as distinguished from that which goes to defray the payment of salaries, is provided for out of the school fees. In course of time, it may be hoped the receipts from this source will considerably increase, as they have done in Bengal, where, in several of the higher schools, the school fees exceed the amount contributed by Government towards the expenses of the schools, while in some, the entire expenditure is defrayed from this source; and the schools, instead of being a source of cost, are a source of profit to the State. It appears to him extremely desirable that the scale of fees should be gradually increased, and that it should eventually form an important item in the income of each school. It is the only form in which, with a few exceptions, the people of this Presidency bear any share in the expense incurred in providing them with a sound education; and unless it be established beyond a doubt, that the present system works prejudicially to the advancement of education, it seems expedient to avoid any measure which would have the effect of reducing the amount

"of education to a few, exclusively through the medium of English, must fail to produce any great or general effect upon the national mind. It appears to me to reverse the natural order of things,—and that the attempt to educate and enlighten a nation through a foreign language, is one opposed to the experience of all times and countries. English must ever be, in this land, to the mass, an unknown tongue."

"A smattering of English may be acquired by a considerable number about our towns or in immediate communication with the few English residing in India; but the people (the women as well as the men) will, as a whole, only think and speak and read in their native tongue; and their general enlightenment, or education, must, and I believe, can, only be attained through this channel: and a wide basis therefore of a solid, though limited education, through the means of the vernacular languages, must be given to those classes which now receive education, before anything permanent will be effected."

"It is upon this broad basis alone, that the superstructure of a high standard of refined education can, it appears to me, be raised, and the superior acquirements of the few very highly educated be made to tell upon and influence society. For let us suppose that we have some tens or even scores of youths, out of a population of millions,—masters of the higher sciences, well acquainted with all the beauties of Shakespeare, of Milton, and with the learning of Bacon, and with the great master-minds of Europe, and the rest of the people, not the lowest classes alone, left in their hereditary ignorance, and that ignorance, Asiatic."

"How, I would ask, is this mass, wholly unprepared by even an elementary education in western learning, to understand and appreciate the acquirements of the highly educated man? or, how is he to communicate his high attainments in science, and literature to them? and what possible influence would he therefore exercise over them. In Europe, the bulk of the population who receive an education have ordinarily some elementary instruction in the higher sciences—in astronomy, natural philosophy, &c.,—and individuals throughout all grades of society have, some more, some less, knowledge of the higher sciences—and in many cases,—a considerable degree of scientific acquirement, which enables and qualifies some, in all ranks, to appreciate more or less fully the highest discoveries and attainments in science. There is consequently a connecting link, running through all society there, which conveys the highest truths of science in an elementary form to all grades, and the acquisitions of the most advanced minds can be, and are, appreciated by those immediately below them; and through them they filter down to the lower grades, who are prepared in their measure, by elementary instruction, to receive them."

"But what is the case in this country? High acquirements in science, or literature will be appreciated and understood by none, but the few alone highly educated. There is a broad and impassable line between them and all others. I cannot but think it almost certain, therefore, that the only result of a system, which educates a few highly,—and leaves the rest of the population without even elementary instruction, is, to render all the superior acquirements of that few (made moreover at an enormous cost to the State) barren and fruitless as to any general influence upon society."

and Combaconum, the Zilla school at Salem, and the Talook schools in Tanjore. At all these places the desire for education is, Mr. Arbuthnot thinks, "sufficient to obviate the risk of the school fee-fund falling so low as to be insufficient for the contingent expenditure."

6. It appears to Government that this suggestion to test the working of a uniform rate of fees experimentally, and on a limited scale is judicious, and they resolve to authorize its being acted upon. The Director will take the necessary measures accordingly, and report the result of the experiment when it has had a fair trial.

It is presumed that the rates adopted will be

	Per mensem.		
	RS.	A.	P.
For the two Provincial Schools.....	1	0	0
For the Zilla School at Salem.....	0	8	0
For the Tanjore Taluq Schools.....	0	4	0

7. The remainder of Mr. Arbuthnot's letter, paragraphs 22 to 31, is devoted to discussing the relations of English and Vernacular instruction, in advertence to the opinion expressed by Sir C. Trevelyan, that, of late years, an undue preference had been given to Vernacular instruction to the prejudice of English.

8. The Director General shows that Sir Charles was "mistaken in his supposition that the study of English was not commenced at an early stage, in the course of instruction followed in the Government schools. In the Provincial and Zilla schools it is begun in the lowest class, one-third of the entire time allotted to instruction being devoted to the study of the English language, and the remaining two-thirds being divided among the Vernacular language, Arithmetic, History and Geography, which subjects, in the three lowest classes of each school are taught through the medium of the Vernacular. In the higher classes four-fifths of the school time are given to the English language, and subjects taught through its medium. In the Taluq schools, English is begun in the lowest class but one, the instruction in the lowest being confined to reading and writing in the Vernacular, the tables in Arithmetic, and perhaps the first of the four elementary rules of Arithmetic. The study of English being begun in the second class, is continued in the third, fourth and fifth, but it is taught merely as a language." Mr. Arbuthnot repeats at length the reasons expressed by him on former occasions, for which he deems it desirable that even in the higher schools elementary instruction should be conveyed through the medium of the Vernacular language. In these opinions he is not singular. They are shared by three of the Inspectors at present employed in this Presidency, by Sir Alexander Grant, by some of the leading educationists in Bengal, and by a large number of persons connected with Missionary education all over India. In paragraphs 26 to 30, extracts are quoted from the reports of Government Educational Officers and others confirmatory of this statement. In the concluding paragraph of his letter, the Director General adverts to the position of the Taluq schools which Mr. Powell had considered to be unsatisfactory and anomalous, pertaining neither to superior nor to popular education; and observes that these schools belong to an intermediate grade which cannot be overlooked in any comprehensive scheme of national education. It appears to him "that the existence of these schools is essential as a connecting link between the highly educated classes and those whose education is limited to the rudiments of learning; and that instead of, on the one hand abolishing them, or on the other, raising the standard of instruction which they are designed to impart, every effort should be made to improve them on their present plan by providing them with trained teachers and with suitable books. Both these objects are being

" derivable from school fees. It is clear from the reports, which have been quoted, that in some cases at all events, the adoption of a uniform rate of fee will so reduce the aggregate amount received from this source, as to render it necessary that the Government should make other provision for the contingent expenditure of the schools. It may be true, as is stated in Sir Charles Trevelyan's Minute and Mr. Powell's letter, that a graduated scale of fees prevents some pupils from going on to the higher classes who would otherwise do so; but, unless the lowest rate which is deemed suitable for the lowest classes be applied to all, there is obviously a considerable risk of boys being excluded by a uniform rate of fee from entering the school at all, who under the present system are attracted into the lower classes by the low rate of fee charged in them, and who, as Colonel Pears observes, 'having made some progress, and being desirous of making more, do willingly pay a higher charge as they rise in the school.'"

The Director adds that he "cannot admit the inconsistency to which Mr. Powell adverts, as evinced by those who advocate a graduated scale of fees and at the same time consider Scholarships desirable." He remarks that the Inspectors and others who have urged the retention of a graduated scale are by no means warm advocates of an extensive application of the Scholarship system. But assuming the fact to be as stated by the late Acting Director, Mr. Arbuthnot is "unable to see the alleged inconsistency. The number of Scholarships given in any one school is usually very limited. They are given as incentives to meritorious scholars, and especially to poor, but deserving scholars who might otherwise be without the means of continuing their education. The distinction is this:— By maintaining a uniform rate of fee, the same advantages are held out to the poor as to the rich, irrespectively of the ability or desire manifested by either to profit by these advantages. By offering a limited number of Scholarships, deserving students are encouraged, and if poor, are provided with the means, which otherwise they would want, of continuing their studies. In the latter case the boon is offered, not to poverty, but to industry and ability; while in the former it is offered indiscriminately to dulness and intelligence, poverty and wealth. The system of a graduated scale of fees is in accordance with the natural order of things, and with the important principle of adapting the education given, to the probable position of the pupils in after-life. It is very doubtful whether the difficulty which unquestionably exists in filling the higher classes in our schools, is attributable in any appreciable degree to the higher rate of fee charged in those classes. In my opinion, Mr. Arbuthnot says, it is caused principally by the desire which prevails among the pupils and their parents, that the former should obtain employment as soon as possible after they have received such instruction as they conceive to be sufficient to qualify them for a subordinate situation in the Public service. The Presidency College, in which the scale of fees is the same in all classes of both Departments, is an instance in point. Here it is evident that the difficulty which is experienced in filling the classes of the Senior Department, is in no way connected with the amount of fee."

For these reasons, the Director recommends a "re-consideration of the orders which have been passed for the entire abolition of the present system of a graduated scale of fees," and suggested "that the uniform rate be tried in one or two localities; and, if it should be found that, under its operation, the higher classes are better filled than in those schools in which the graduated scale obtains, there will be no difficulty in extending it." The schools proposed to be selected for the experiment are the Provincial schools at Bellary

" gradually attained, and several of the schools are in a very satisfactory condition. In some cases, doubtless, the locality was ill-selected, and in others the Masters were ill-qualified; and owing to these causes, a few schools have had to be removed to other places, and a few have been abolished; but these are matters of administrative detail, which, though requiring much care and consideration, do not, in Mr. Arbuthnot's judgment, call for any radical changes in the system now in operation."

9. The Government have carefully considered this part of Mr. Arbuthnot's letter in connection with the previous correspondence on the subject, and the conclusion to which they have been led on a full review of all the arguments bearing on the question of the relation to be borne by Vernacular to English education, is, that the system as now prescribed for the Government schools is sound and should be maintained. They likewise concur in the Director's views in respect to the Taluq schools. These schools, it is clear, occupy a very important place in the educational scheme of this Presidency and should be preserved on their present basis. All that is required is to improve them by the provision of competent teachers and suitable school books, wants which are being gradually supplied. The more efficient the Taluq schools are made by these means, and the better the elementary instruction which they thus impart, the greater will be the amount of general good which will be attained.

10. Resolved that a copy of the Director's report, of Mr. Powell's letter, 18th May 1860, of the Government Order, 30th May 1860, and of the above remarks be furnished to the Government of India, in reference to the concluding paragraph of the letter to them under date 3rd May last, No. 656.

11. Resolved also that copies of these papers be forwarded to the Right Honorable the Secretary of State in continuation of the Despatch, 7th May 1860, No. 46.

(True Extract).

(Signed) T. PYCROFT,
Chief Secretary.

B.

No. 401.

MADRAS, 11th March 1861.

From

A. J. ARBUTHNOT, Esq.,

Director of Public Instruction.

To

THE CHIEF SECRETARY TO GOVERNMENT,

Fort Saint George.

SIR,

I have the honor to reply to the Proceedings of Government under date the 11th October last, No. 1,486, communicating the orders of the Governor in Council with reference to the report on the examination of candidates for admission to the Uncovenanted Civil Service held in March last, and calling for my opinion as to whether it is desirable to raise the standard of qualification for the lower grade; all appointments of Rs. 25 per mensem and under, having been exempted from the operation of the Examination rules. I have

deferred replying to this requisition, in order that I might deliberately consider various points in which it appears to me, from an observation of the working of the system during the past three years, that it needs revision. In considering the subject, I have had an opportunity of examining the annual reports of the Civil Service Commission in England, the report of the Select Committee of the House of Commons on Civil Service appointments which was published a few months ago, and the regulations which were made in 1857 for the examination of persons desirous of entering the Civil Service of Canada; and it may be well that I should preface the suggestions which I am about to offer, by a brief notice of the leading features of the three systems as at present enforced.

2. In England, the examinations of candidates for admission to the permanent Civil Service, are held in pursuance of an Order in Council, in the preamble of which, it is declared to be "expedient to make provision for testing, according to fixed rules, the qualifications of young men who may from time to time be proposed to be appointed to the junior situations in any of Her Majesty's Civil Establishments." The examinations are invariably held with special reference to a particular situation, or situations, and except in those cases in which one or more appointments have been thrown open to public competition, the instances of which have as yet been few, no candidate is admitted without a nomination from the Head of a Department. The general direction of the system, including the duty of framing regulations in communication with the Heads of Departments for ascertaining the age, physical qualifications, moral character, and standard of knowledge to be demanded from the candidates, is entrusted to two Commissioners, gentlemen of high standing in the public service, (the present Commissioners, are Sir Edward Ryan, formerly Chief Justice at Calcutta, and Sir John George Shaw Lefevre, Clerk Assistant to the House of Lords,) aided by a paid Secretary and by two permanent Examiners, who also received fixed salaries. As a general rule, the examinations are held weekly, the number of candidates to be examined varying with the number of vacancies and of candidates nominated to succeed to them. The examinations are conducted entirely on paper. Those for appointments in London are held in the Office of the Civil Service Commission. Examinations are also held in Dublin and Edinburgh, and occasionally at other places both in Great Britain and Ireland, and in the Colonies; the papers in all such cases being furnished by the Commissioners and executed under the superintendence of an Officer appointed for the purpose, usually an Officer of the Department to which the appointment belongs, and by whom the papers, with the candidates' answers, are returned to the Civil Service Commissioners. In those cases in which appointments are offered for public competition, including the examinations of candidates for admission to the Covenanted Civil Service of India, which have been entrusted to the Civil Service Commissioners, it is the practice to employ temporary Examiners for the occasion.

3. The tests for each Department are fixed by the Head of the Department in communication with the Commissioners. The Order in Council prescribes that "the rules applicable to each Department shall be settled with the assistance of the Commissioners at the discretion of the chief authorities of the Department;" and it appears from the evidence of the Secretary to the Commission quoted in the Report of the Select Committee that "the Commissioners have not very often interfered." Candidates are liable to be rejected on any one of four grounds:—1, as being beyond the authorized age; 2, as being

physically incapable; 3, as not having produced satisfactory evidence of moral character; 4, as deficient in the knowledge and ability which is tested by the examination they are required to undergo.

4. In most Departments there are two standards, one for permanent clerks, and one for supplementary clerks. I append to this letter a statement of the standards of qualification required for some of the principal Departments, from which it will be seen that while,

- 1, Exercise, designed to test handwriting and orthography,
- 2, Arithmetic, including vulgar and decimal fractions,
- 3, English composition, and
- 4, A precis,

are common to almost all, each Department has its own special subjects, either literary or professional; the latter, and in some cases both, being selected with reference to the future duties of the clerks. Book-keeping, for instance, is required in the Somerset House Branch of the Admiralty and in the Office of the Committee of Council on Education; the French language in the Whitehall Branch of the Admiralty, in the Colonial Office, and in the Foreign Office. In most of the Offices, geography and English history are required from candidates for the permanent clerkships. The examination of the supplementary clerks is usually restricted to handwriting, orthography, and elementary arithmetic. As a general rule, however, it is only in case of failing in what may be considered the two most essential subjects, viz., arithmetic and spelling, the candidates are rejected. Out of 1,972 candidates rejected in the five years ending with 1859, on the ground of having failed to pass the intellectual test, all, except 106, were rejected as deficient in arithmetic or spelling. In many offices, it is the practice to make the examination to a certain extent competitive by

* Extract from the Report of Select Committee, page XLIII.

"Both the Commissioners and Mr. Maan, while bearing high testimony to the general success of the plan established under the Order in Council of 1855, point to one defect in its working, which your Committee think it necessary to notice. The competitive test frequently exists in name, where it is not resorted to in fact. If out of three candidates sent up to compete for a vacant place, only one is qualified to reach the minimum standard of proficiency necessary for admission to the Civil Service, it is clear that the other two are in no real sense of the word competitors, and that the trial to which the successful candidate has been exposed is in effect merely that of passing the test required on a simple nomination. This is a delusion on the public; and a fertile source of abuse. For it is clear that while a system prevails, any Minister who may be so disposed, has it in his power to retain, virtually, the right of nomination as before, while diminishing his responsibility for the appointments he makes, by the semblance of a partially open competition; thus, the advantages of both systems are lost: responsibility ceases, and competition is not created."

6. The distinguishing feature, common to both the systems of examination now in force in Canada and in this Presidency, as contrasted with that above described, is that the examinations are open to all comers, and that they are held, not with reference to actual vacancies in particular situations, but with the view of ascertaining what candidates shall be eligible to succeed to future vacancies which may occur in any branch of the public service to which the regulations apply. In Canada, examinations are held monthly under a Board, which is called the "Board of Examiners for the Civil Service," and is

Examinations for the Civil Service in Canada.

composed of 12 *ex-officio* members. Candidates are admitted on application, provided that they can furnish satisfactory certificates of age, health, and character. The prescribed test is uniformly as follows:

1. To write a good hand,
2. To spell correctly,
3. To write grammatically,
4. To write correctly from dictation,
5. To be conversant with the elementary rules of arithmetic;

and "to enable the Board to judge for what branch of the public service any candidate is best qualified, he may be examined, should he desire it, in the following subjects, or in any one or more of those which he may select.

- "1. Translating English into French, or French into English, and writing from dictation in either language.
- "2. Arithmetic, as far as decimal fractions
- "3. Book-keeping.
- "4. Elementary geography.
- "5. Making abstracts of documents."

The examinations are partly oral and partly on paper. They are all held at the Capital. A register is kept of all the passed candidates, and the Heads of the Departments, to which the examination rules apply, are prohibited from appointing any person not previously employed in the public service, whose name does not appear in the register of passed candidates. With the exception of the optional examination in the French language, for which provision is made in the list of optional subjects, the examination is conducted entirely in English.

5. The regulations in force in this Presidency for the admission of candidates to the Uncovenanted Civil Service, resemble those enacted by the Canadian Legislature, in that the examinations held under them are open to all candidates, and that while they are not competitive in the proper acceptation of the term, and do not interfere with the discretion of Heads of Departments in making appointments further than to restrict their selection of persons not already employed in the public service to the lists of passed candidates, they still have some of the advantages which are considered to attach to competitive examinations, inasmuch as the candidates being ranked in the order of merit, an opportunity is offered to those Heads of Offices who desire to employ well educated young men, of selecting the most proficient. The rules are of general application, the only Departments at present exempted from their operation being the Postal Department, the Police, and the Department of Public Instruction; the latter on the ground that there exists in it a separate system of Departmental examinations specially adapted to the peculiar requirements of the Department, and which all candidates for employment or promotion are required to pass. The remainder of the Uncovenanted Civil Service is divided into three Departments for the purposes of these examinations, Revenue, Judicial, and English. All situations not belonging either to the Revenue Department or the Judicial Department, are considered to belong to what is designated as the English Department; and for each Department there are two standards of test, a lower test which qualifies for any appointment in the Department to which it applies, the salary of which may not exceed Rs. 50 per mensem; and a higher test which

qualifies for any appointment in the Department. The lower test in all the Departments is entirely a literary test. It demands a grammatical knowledge of the language, either English or Vernacular, as the case may be, in which the candidate has to be examined, in arithmetic, a knowledge of the four simple and compound rules, elementary geography and a knowledge of the leading facts of the history of India. The higher test in the Judicial and Revenue Departments is partly literary and partly professional. Graduates of the Madras University in the faculty of Law are exempted from any part of the examination except the Vernacular language, and graduates in Arts are exempted from all but the Vernacular and the legal tests. Similarly, a certificate of having passed the University Matriculation examination qualifies for any situation in the lower division of the English Department, and for any situation in the lower division of the Revenue or Judicial Departments, on passing the Vernacular language test prescribed for those departments. Here, there is an anomaly which ought to be corrected, the standards of the University Matriculation examination being in every respect equal to the literary portion of the higher test prescribed for these examinations. The examinations are held once a year at the Presidency and at various stations in the Provinces. They are conducted by Examiners appointed for the occasion by Government, and who form a Committee designated as the Central Committee for the Uncovenanted Service examinations, and act under the direction of a President, at present one of the Members of Council. The number of Vernacular languages and of candidates has on each occasion necessitated the appointment of a considerable number of Examiners. On the last occasion there were no less than 13 Examiners; and the cost of the examination, exclusive of the printing of papers and other incidental charges, was Rupees 5,300. The number of candidates was 3,372, and the number of papers to be examined fell little short of 20,000.

6. With the view of diminishing the number of candidates, and excluding persons from the examination who are altogether unqualified to attempt the tests prescribed, the Governor in Council, on the recommendation of the President of the Committee, has determined that on all future occasions a fee of Rupees 3-8-0 shall be exacted from each candidate for admission to the examination, and that those who signally fail shall be excluded from the next ensuing examination. Partly also with the object of reducing the number of candidates, and partly, I presume, on other grounds, it has been decided that hereafter all appointments of Rupees 25 and under, shall be exempted from the operation of the rules; and it is proposed that, with reference to this alteration, the standard of test for the lower grade of appointments shall be raised, and that the lower test shall give admittance to appointments up to Rupees 80 per mensem.

7. I do not think it is desirable to raise the standard of the present lower test.

Inexpedient to raise the standard of present lower test.

With certain alterations which I am about to propose with the view of rendering it in some respects more practical, the present standard is quite sufficient to prove the fitness of the candidates as regards their literary attainments for the situations to which the majority are likely to be appointed on passing the test, and to exclude those who are decidedly incapable; and this, I think, is all that should be attempted in regulating the minimum test. It may be a question, whether the English language ought not to be added to the test, for all Departments. In my opinion it is not advisable; at all events, it appears to me that the time has not yet come, to demand a knowledge of English for admission to situations, the

duties of which are transacted entirely through the medium of the Vernacular languages. In every Collector's office there are several *employés* on salaries exceeding Rupees 25, whose duties do not require any knowledge of the English language; and to demand it from all future candidates for such offices would, in many cases, be tantamount to excluding from promotion a large number of persons, who, entering the public service under the relaxation of the rules which has now been ordered, without having passed any examinations whatever, would find it impossible subsequently to pass an examination in the English language and would thus be debarred from promotion to situations for which they

* Recorded in the Proceedings of Government in the Revenue Department under date the 11th October 1859, No. 1,386.

might be well qualified. According to Mr. Pelly's scheme* of Revenue Establishments, the present lower test will qualify for all offices in the Vernacular branch of a Collector's office up to that of Translator, and for all offices on the Taluq establishments

except that of Tahsildar. In the Judicial Department the case is somewhat different. In the Civil and Session Courts there are several situations with salaries not exceeding Rupees 50, the limit to which the Vernacular test at present qualifies, for which some knowledge of English is more or less requisite; but in preference to laying down a general rule that all candidates for situations above Rupees 25 per mensem shall pass an examination in the English language, I would demand this test only for those situations for which it is clearly requisite.

8. I would at the same time cancel that part of the present rules which requires every official, who may have been admitted into the public service by virtue of having passed the lower test, to pass a second literary test before he can receive a certain amount of salary. It will

Advisable to abolish the higher literary test.

be remembered that the rules now in force were adopted in supersession of the more elaborate scheme previously issued, in consequence of the grave objections urged against the latter by several of the Heads of Departments. The most important of these objections, and that which may be said to have decided the fate of the original rules, had reference to their probable effect on the prospects of public Officers then in the service, whose education had not been such as to qualify them for passing the prescribed tests, and whose time, as a general rule, was so fully occupied in the performance of their public duties as to preclude the possibility of their supplying the deficiencies of their previous education. To meet this objection, it was determined that the application of the rules should be made prospective, and the scheme was simplified* by the substitution of two examinations for what, according to the original plan, might have amounted to no less than six, ranging over a period of ten years. In recommending the adoption of a low standard to qualify for admission into the lower offices in the public service, and of one somewhat higher which should include a literary, as well as a professional, test, I was influenced by the consideration that the duties attached to the offices included in the lower division, were, as a general rule, of a mechanical character, and such as the standard proposed would afford an adequate preparation for. This part of the scheme, in fact, was based on a principle analogous to that which has led to the attainments demanded from the supplementary and temporary clerks in the public offices in London, being lower than those demanded from the permanent clerks. But the circumstances of the two cases are not quite the same. If I am not misinformed, the persons who usually fill situations of the former description in England, are of a different social class from those who are appointed to the permanent clerkships; and while the latter are usually gentlemen by birth, the former

come from the lower ranks of the middle class, and are not qualified either by education or habits to aspire to the higher situations for which the permanent clerks are eligible. In this country, the whole fabric of the social machinery is different: the distinctions of class are based upon considerations in no way resembling those which govern the distinctions of class in Europe, and such as it is impossible for the Government to recognize in its regulations for the organization of its service. Admission into the lowest appointments in the public service is eagerly sought by native youths of excellent social position, and it is not too much to affirm, that in nine cases out of ten, the clerk or gumastah commencing with a salary of 5 Pagodas a month looks forward to eventually rising to the highest situations in the Uncovenanted branch of the service. On further consideration, moreover, I am disposed to think it questionable whether the line of demarcation which it was attempted to draw between those offices, the duties of which are mainly mechanical, and those which demand a certain amount of intellectual cultivation, was not fixed too high. The duties, attached to many of the situations which fall below the limit of Rupees 50 per mensem, are such as demand considerably more than mere mechanical qualifications. To record depositions, prepare precis, and draft orders based upon the verbal instructions of the Head of the Office, are the ordinary duties of the higher Vernacular clerks in a Collector's office, none of whom are to receive higher salaries than Rupees 50 per mensem. If, therefore, any line is to be drawn, which I think questionable, it will be advisable to fix it lower rather than to raise it; and probably that which has already been drawn by Government, in exempting all offices up to Rupees 25 per mensem from the operation of the examination rules, will answer as well as any other. In my opinion it would be preferable to abandon the attempt at drawing a distinction, in regard to the requirement of a literary test, between the lowest class of clerks and those of a higher grade; demanding from all such a test as shall be deemed sufficient to exclude decided incapacity, and no more, but at the same time offering every opportunity to those who are more highly educated of proving their attainments, and thus enabling Heads of offices to give them a preference for employment.

9. Entertaining this view, I would strongly advocate the abandonment of the second and higher test which is at present demanded, so far as regards what may be termed the literary part of it. It appears to me that the great practical difficulties which were considered to preclude the application of this part of the examination system to persons already in the public service, will be experienced with almost equal force, when those who have obtained admission to the service by passing according to the lower standard, shall have risen to the highest situations tenable by them, and are considered by the Heads of their Departments to be qualified for further promotion. Such persons, it will often happen, will have had little leisure or opportunity for the prosecution of their scholastic studies, and will have great difficulty in qualifying for an examination such as that now requisite for admission into the higher division of the Uncovenanted Service. The result will be, either that many useful officers will be debarred from further promotion, or that so many exceptions will have to be made, as to render the rules practically of no effect.

10. For these reasons, I would recommend that there should in future be but one literary test, which all candidates, either, as was originally laid down, for all appointments above the grade of peon, or, as the Government have recently determined, for all appointments, the salary of which may exceed Rs. 25 per mensem, shall be required to pass; and that separate provision should be made for testing

Desirable to make separate and more effective provision for testing the special qualifications of candidates for particular departments or offices.

what may be called the professional qualifications of candidates for employment in particular departments of in particular offices attached to such departments. The present rules demand no professional qualifications for the various offices included under the general head of English Department, while those prescribed for the Revenue and Judicial Departments are more comprehensive than it seems necessary to demand for some of the offices attached to those departments. If the principle of testing by examination the professional qualifications of public officers be correct, it is very necessary that an accountant should have proved his knowledge of book-keeping; but it can hardly be requisite that a translator in a Session Court should be acquainted with the law of evidence, or with the system of Revenue accounts. I would require the several controlling Boards and Heads of Departments to consider for what particular offices a special test is needed, and to determine in each case the nature of the test, leaving it to candidates for the offices in question to present themselves for examination according to the prescribed test at any one of the periodical examinations according to their discretion. The test laid down should, in each case, receive the sanction of Government and should be arranged in communication with the Officer or Board appointed to direct the examinations.

11. Reverting to the question of a literary test, I think it is very desirable that the University examinations should be more closely and more obviously connected, than they are at present, with the scheme of examinations now under consideration. Owing, probably to the advantages as regards eligibility for admission into the public service, which are conferred by passing according to the lower test, being equal to those conferred by the University Matriculation examination, the number of candidates for the latter has not increased as rapidly as might have been expected, with reference to the number of schools now in operation, which educate up to that standard. If must not be forgotten that in this country, the success of such an institution, or, in other words, the extension of advanced education depends in a great measure upon the extent to which it facilitates the admission of its recipients into the public service; and while it is not possible to demand from all candidates for public employment, the attainments which are very properly required by the University as a test of fitness to enter upon the higher studies which its degrees and honors are designed to encourage, it is of great importance that no means should be omitted of ensuring to those who pass the University examinations, a reasonable prospect of being preferred for employment over those who are content with passing what I may designate as the service test.

Also to diminish the number of examinations in the Provinces.

12. It is also very desirable to reduce the number of examinations which Public Officers in the Provinces are required to superintend, and which at present entail a very considerable tax upon their time.

13. With these objects, I would have the annual University Matriculation examination and the examination of candidates for admission to the public service held at the same time and place and under the superintendence of the same Officers; and in publishing the lists of passed candidates, which should not be issued till after the results of the Degree examination have been made known, I would place at the head the University graduates, next the Matriculated students of the University, and lastly, the passed candidates examined according to the service test; each passed candidate in each of the

three classes being ranked in the order of proficiency, to which end the Senate of the University should be moved to furnish the officer entrusted with the direction of the Uncovenanted Service examinations, with copies of the tabular statements* of the results of the University examinations, which the examiners are required to submit. Such of the University candidates as do not take up one of the four vernaculars of this Presidency as their second language, but wish to be employed in the Revenue or Judicial departments, or in any situation in which a knowledge of a vernacular language is requisite, should be required to pass the service test in one of these languages, in addition to the subjects laid down for the University examination. Similarly, any candidate examined according to the service test, who desires to be eligible for any branch of the public service, should be required to pass the language test both in English and in the Vernacular language of the District in which he may seek employment; and this he might be permitted to do either at his first examination or on two different occasions, as he may elect.

14. In order to the effective working of this system, it seems advisable that the general direction of it, including the duty of arranging in communication with the several heads of offices and departments the special tests to be demanded for particular offices or situations, should be entrusted to a single officer or Board of officers of experience in the public service. At present the functions of the President of what is called the Central Committee of Examiners and of the Members of that Committee who are the examiners appointed from time to time, are not very clearly defined. The circumstance that the examiners are considered to form, and are designated as, a collective body, and that the officer on whom the direction of the arrangements devolves, is called their President, implies that the former have a voice in the decision of the various questions which come before the latter. On the other hand, the direction of the arrangements for each examination rests with the President: the general report on its results is issued in his name, and he, as I think he should be, is solely responsible for the recommendations it contains. It seems, therefore, an anomaly that the examiners should be treated as a Committee, and should have the power of voting on questions, the disposal of which rests exclusively with the President, subject to the orders of Government. Questions moreover sometimes arise, which an examiner, selected for his knowledge of a particular subject, but having no practical experience of the requirements of the public service, may be very incompetent to deal with. I would restrict to the duty of examining in their respective subjects and reporting the officer entrusted with the general direction of the system, whom "Commissioner for the Uncovenanted Civil Service examinations." As I think, is preferable to a Board. It should be the duty of the Commissioner the working of the system, to obtain information from the various heads as to its results on the efficiency of their offices, to correct misconceptions the design and effect of the rules, and to suggest from time to time as may seem called for.

Recapitulation of the changes proposed.

15. I submit herewith a draft notice of several changes above proposed, the effect of which I briefly as follows:—

1st. There will be but one literary test, which, except as regards languages, will render a passed candidate eligible for any appointment for which no special test may be prescribed.

2nd. The literary test will be very similar to that now in force for the lower division of the service, but its requirements will be defined more especially with reference to the practical requirements of the public service—ability to transcribe official papers with rapidity and in a good hand being made a separate branch of the test.

3rd. For the purpose of the examinations, the Uncovenanted Service will be divided into three branches,—Vernacular, English and Anglo-Vernacular, with reference to the lingual requirements of each branch.

4th. Candidates, according to the vernacular test, desiring to be appointed to situations for which a knowledge of English is necessary, will be required to pass the service test in English before being appointed to such situations; and similarly, passed candidates, according to the English test, will be required to pass according to the Vernacular test, before being appointed to situations for which a knowledge of a vernacular language is requisite.

5th. Candidates desiring to pass in both these tests at their first examination will have an opportunity of doing so.

6th. The University Matriculation examination will be held at the same time and place as the examination according to the service test, and in the register of passed candidates, the University graduates and Marticultated students will be ranked before the candidates passed according to the service test. They will thus be brought under the special notice of heads of departments desiring to obtain the service of well educated young men, and a more tangible value will be given to the University examinations than at present attaches to them.

7th. Special tests will be prescribed, from time to time, for certain situations for which they may be deemed requisite. They will be arranged by the controlling Boards and heads of departments, in communication with the officer appointed to direct the Uncovenanted Civil Service examinations, and will receive the sanction of Government. The examination according to these tests, will be held immediately after the close of the University Matriculation examination and examination according to the literary service so that candidates will have an opportunity of passing in them at the same examination which they pass the literary test, if they think fit. But as a general rule, will be passed by persons who have been employed for some time in the

ry candidate for examination according to the service literary test, will be a fee.

y, the general direction of the system will, as now, be entrusted to a ut his functions and those of the examiners employed under him from h latter will be restricted to preparing papers of questions and ting on the answers, will be more accurately defined.

I have the honor to be,

Sir,

Your most obedient servant,

A. J. ARBUTHNOT,

Director of Public Instruction.

STANDARD OF QUALIFICATION ESTABLISHED BY VARIOUS DEPARTMENTS OF THE PUBLIC SERVICE IN ENGLAND.

ADMIRALTY.

I. WHITEHALL BRANCH.

1. Writing from Dictation.
2. Arithmetic (including Vulgar and Decimal Fractions).
3. English Composition.
4. Précis.
5. Geography.
6. English History.
7. Translation from French.
8. Translation from Latin or a second modern language.

II. SOMERSET HOUSE BRANCH.

1. Writing from Dictation.
2. Arithmetic (including Vulgar and Decimal Fractions).
3. English Composition.
4. Précis.
5. Book-keeping by double entry.
6. Geography.
7. Either—
 - (a) Translation from Latin or a modern language;
 - (b) The leading points of English or modern History; or,
 - (c) Algebra, Euclid, or any branch of Mathematics or Science.

III. CLERKS IN DOCKYARDS, VICTUALLING YARDS, OR NAVAL ESTABLISHMENTS AT HOME, AND TEMPORARY CLERKS.

1. Writing from Dictation.
2. Arithmetic (including Vulgar and Decimal Fractions).
3. Book-keeping.

CIVIL SERVICE COMMISSION.

1. Hand-writing, designed to test Hand-writing and Or
2. Arithmetic (including Vulgar and Decimal Fract
3. English Composition.
4. Précis (involving the preparation and digest
5. Geography.
6. History of England.
7. Latin.
8. French, or another modern language.

II. OFFICE-KEEPER, MESSENGER AND PORTER.

1. Exercises designed to test Hand-writing and Orthography.
2. Arithmetic (elementary).

COLONIAL OFFICE.

I. CLERKS.

PRELIMINARY EXAMINATION.

1. Exercises designed to test Hand-writing and Orthography.
2. Arithmetic (including Vulgar and Decimal Fractions).
3. Précis or Abstract of Official Papers.
4. Geography.
5. Translation from one of the following languages,—Greek, Latin, French, German, Spanish, Italian,—the selection being left to the Candidate.

Candidates failing to satisfy the Civil Service Commissioners upon each of these subjects will not be permitted to proceed further with the examination.

FINAL EXAMINATION:—

1. Languages and Literature of Greece and Rome.
2. Languages and Literature of France, Germany and Italy.
3. Modern History, including that of the British Colonies and Possessions. Exercises in English Composition, designed to test purity and accuracy of style.
4. Elements of Constitutional and International Law. Elements of Political Economy.
5. Pure and mixed Mathematics, not including the highest branches, Accounts and Book-keeping.

Of the five classes of subjects thus defined, Candidates are at liberty to select any number not exceeding three in which they desire to be examined.

COMMITTEE OF COUNCIL FOR EDUCATION.*

1. Exercises designed to test Hand-writing and Orthography.
2. Making fair copies from rough notes.
3. Arithmetic (including Vulgar and Decimal Fractions.)
4. Calculation of per centages.
5. Book-keeping.
6. Précis and digest of forms into summaries.

In Competitions there is a further examination, the above being then merely preliminary.

Subjects which may be taken in the second examination are—(1) English Composition; (2) Geography; (3) Modern History; (4) Mathematics; (5) Natural Science; (6)