

Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.

Regd.

• } 1913.

Enclosure.

Spare copies.

G.O. No. 1031, 10th November 1913.

Public Services Commission.

Recording the memoranda prepared and submitted to the — direct by the representative witnesses of the Educational Services in the Madras Presidency.

BACK PAPERS.

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GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

READ—the following papers:—

I

G.O. No. 422, Educational, dated 8th May 1913.

II

G.O. No. 910, Educational, dated 3rd October 1913.

III

Letter—from the Hon'ble Sir A. G. BOURNE, D.Sc., F.R.S., K.C.I.E., Director of Public Instruction, Madras.

To—the Secretary to Government, Educational Department.

Dated—the 27th October 1913.

No.—R.C. 7503/13.

With reference to memorandum No. 2586-2, Educational, dated 27th August 1913, I have the honour to submit a copy of my letter of this date to the Joint Secretaries to the Royal Commission on the Public Services in India, together with a copy of each of the memoranda therein referred to.

ENCLOSURES.

Letter—from the Hon'ble Sir A. G. BOURNE, D.Sc., F.R.S., K.C.I.E., Director of Public Instruction, Madras.

To—the Joint Secretaries to the Royal Commission on the Public Services in India.

Dated—the 27th October 1913.

No.—Ref. on C. 7503 of 1913.

I have the honour to submit, as required by the Government of Madras, twenty copies of each of the memoranda prepared by the following official and representative witnesses who will appear to give evidence before the Royal Commission:—

- (1) Mr. W. H. James, Principal of the Madras College of Engineering.
- (2) M.R.Ry. Rao Bahadur M. Rangacharya, M.A., as representing the Collegiate Branch of the Provincial Educational Service.
- (3) M.R.Ry. Rao Bahadur A. C. Pranarthihara Ayyar Avargal, B.A., I.S.O., as representing the Inspecting staff and headmasters in the Provincial Educational Service.
- (4) Mrs. M. A. Shreenivasa, B.A., L.T., Assistant Inspectress of Schools, Madras Girls' Range.

2. The representatives of the members of the Indian Educational Service and of the Inspectresses of Girls' Schools, viz., Mr. Mark Hunter, M.A., Acting Professor of English and Principal of the Presidency College, and Miss Lynch, Inspectress of Girls' Schools, Central Circle, have stated that they do not propose to send any further memoranda as they have nothing to add to the memorandum already submitted by the members of the Indian Educational Service. I, as Director of Public Instruction, do not propose to add to that memorandum. I was consulted when it was prepared and also presided at the meeting of the members of the above service when it was finally amended and accepted.

Memorandum by W. H. James, Esq., Principal, College of Engineering.

The following remarks in regard to the Indian Educational Service have application more particularly to the members of that service who ordinarily constitute the professorial staff of this and other similar technical institutions.

Recruitment.—Appointments to the Indian Educational Service of Professors for technical work appear to be made at present either from the India Office List, as is the custom with the majority of other Educational appointments, or by open advertisement.

I am of opinion that the latter method should be followed where technical Professors are concerned, as there are a number of qualified men, who would never take steps to put their names on a list on the possible chance of obtaining one of these Indian appointments, and this more particularly as openings are comparatively rare and occur at irregular intervals.

A degree is in no way essential, provided evidence can be adduced of sound theoretical knowledge, but the professional standing denoted by membership of one or other of the senior engineering institutions, Civil, Mechanical or Electrical, might, I consider, be fairly demanded.

Training and probation.—The qualifications an applicant for appointment as a Professor of Engineering should possess are that he should have pursued with more than ordinary success a thorough course of training in theory, and have had somewhat extended and suitable practical experience. The latter is of very great importance and I would put the minimum period of duration at about five years. It might be suggested that in this time a man would forget his theoretical work, but whatever the sequence of theoretical and practical training, this cannot be the case with a person who is to do any good in academic work, and it is extremely unlikely that a person wanting in this respect would apply for a teaching appointment.

It is equally of vital importance that in his after-career the Professor should keep in touch with practice, and the only feasible way in which this can be provided for is that he should be allowed to take a limited amount of private consultative work. The engineering problems met with in India are often peculiar to the country, and it is very advisable that the services of the members of staffs of technical institutions, who have laboratories at their disposal in which investigation work can be undertaken, should be made available in this connection, and this not only from considerations of the progress and development of industries, but also for the influence it would have in keeping the teaching along the lines best suited to meet the demands made on the students in after-life. Exception to this will presumably not be raised now on the grounds of its being objectionable that Professors should receive payment outside their ordinary salary, and it is no difficult matter to guard against their ordinary duties being neglected. It is unquestionably to the advantage of the country in every way that the fullest use possible should be made of the expert knowledge such men possess.

In the matter of keeping knowledge up to date, the question of study leave or its, to some extent, equivalent, of being placed on deputation, is very important to technical officers in these days of rapid progression in engineering practice. I would suggest that when an officer in Europe devotes his whole time for a limited portion of his leave to any special study or investigation he should draw full pay for that period and count it as ordinary service qualifying for pension.

As to vernacular studies, the Educational officers' test is not suited for technical professors and they might be granted the option of taking in its place the current test of the Public Works Department.

The period of probation at the commencement of service is very essential, as persons taking to academic work connected with Engineering often have had no previous teaching experience, quite apart from their possibly being unsuitable on other grounds for service in this country.

Conditions of service—Salary, leave and pension.—(a) *Salary.*—It is evident that persons with the qualifications suggested will come out to India at a considerably later age than the generality of officers in other services, and due allowance should be made for this in fixing the initial pay and period of service qualifying for pension. A fair comparison in regard to ordinary pay may be made with men of the same profession in the Public Works Department. The qualifications of the type of man usually appointed as a College Professor are to say the least quite up to the average of the Public Works officer, and age for age the pay and prospects should be such as to bear fair comparison. At present, the maximum pay a College Professor can get is Rs. 1,100 as against the Rs. 1,250 of the Executive Engineer, Public Works Department, and it should be noted that the former usually serves in the Presidency town where the Public Works officer would draw in addition a house-rent allowance amounting to Rs. 45.

The opportunities for advantage in the case of College men are also very limited as there are no appointments open to them such as those of Superintending Engineers and Chief Engineers, which provide posts with salaries ranging from Rs. 1,250 to Rs. 2,750 for a considerable proportion of the cadre of the Public Works Department, but here practically only the Principalship of the College the maximum pay attached to which at present is no more than Rs. 1,250.

I would suggest that the salary at the commencement of the service of an Engineering Professor should take into account his previous experience, and advance by yearly increments to a maximum of Rs. 1,500, and the maximum leave allowance may also be increased proportionally.

(b) *Length of service and pension.*—The incidence of age on joining is of even greater importance in this connection. The two Professors now serving on the staff of this college were both over 30 years of age when they entered Government service, so that under existing rules it

is impossible for them to qualify for the full pension, although the country has had the benefit of their matured experience, and this to me is a strong argument in favour of shortening of the qualifying period for pension.

It would also appear of advantage that Educational officers should be granted the option of retiring after 20 years' service, for there can be no question but that, particularly in this country, there comes a time to some men, when the strain of teaching work is heavy, and the opportunity should be afforded of retiring earlier on a reduced pension.

I would advocate accordingly that an officer should be qualified for a full pension of £500 per annum after 25 years' service, of which three years may be taken on furlough; after 20 years, of which two may be furlough, it should be permissible to retire on a reduced pension of £400; and for enforced retirement for reasons of health, a graduated scale down to £200 after 10 years' service. The concessions granted in articles 403 and 404 of the Civil Service Regulations to meet the cases of appointment at over 25 years of age are particularly applicable to Educational officers and should certainly be continued.

Such limitations as may exist in the employment of non-Europeans.—There is no limitation of this kind that I am aware of. No senior appointment of a non-European has been made in this college up to the present for the very sufficient reason that the backward state of the country in most engineering matters does not allow of a person gaining the necessary experience in modern methods of working, but I see no reason why such appointment should not be possible in the future, when more and better qualified Engineers may be available, although naturally experience in countries where engineering practice reaches its highest state of development must always be a great asset.

The men who were trained in the past in this institution are somewhat lacking in knowledge of modern theory, and even when, with a properly equipped college, we shall be able to put students through a satisfactory course of training, it will not be for some years afterwards that even the best will be fit for one of the senior college appointments, and perhaps then it might be advisable, in order to broaden their ideas, that they should have put in a period of study leave in Europe.

The working of the existing system of division of service into Imperial and Provincial.—The present system appears satisfactory, except that it seems unnecessary to reserve any particular appointments for the Provincial Service. More latitude should, however, be allowable in making appointments of Provincial grading, when special qualifications are of importance for serving the best interests of the institution concerned.

Relation of the service with the I.C.S. and other services.—The status of the service is undoubtedly not what it should be. The raising of the pay and bringing the conditions of service into line with those of other services would do a great deal to put matters right, and Presumably other reforms called for, such as that relating to position under the Warrant of precedence, would then follow to some extent as a matter of course.

In conclusion, I would remark that, unlike the past, the future is to the expert, and administrative power being withheld from these officers is all the more reason why they should be granted the pay, conditions of service, and position, their importance to the welfare and advancement of the country demands.

Memorandum regarding the Provincial Educational Service, Collegiate Branch, by Rao Bahadur M. Rangacharya, M.A., Professor of Sanskrit and Comparative Philology, Presidency College, Madras.

Of the nine heads under which this memorandum has been directed to be prepared and submitted, it appears to me that what has to be made to fall under the seventh head deserves to be presented first, for the reason that it has a determining value in relation to the views and opinions to be expressed under most of the other heads. This head is intended to, firstly, deal with the existing limitations in relation to the employment of non-Europeans in the Educational Service; and, secondly, with the working of the existing division of that Service into the Imperial and the Provincial branches called respectively the Indian Educational Service and the Provincial Educational Service. Theoretically into both these branches of the Educational Service non-Europeans may be freely admitted, I believe, according to the discretion of the final appointing authority. But in practice the Indian Educational Service is almost wholly reserved for the employment of Europeans, while it is the Provincial Service that is kept open to non-Europeans. Even in relation to appointments to the Provincial Educational Service the theory is one of equality as between Europeans and non-Europeans. Nevertheless, it happens to be virtually a non-European Service, chiefly owing to the fact that the rate of pay current in it and the prospects of improvement in rank and status are too poor to suit the standard accepted on behalf of Europeans. So it has happened more than once that, when a European has had to be appointed to the Provincial Service, he has been started on a higher pay than the sanctioned minimum of that service so as, thereby, to supersede a number of non-European officers of approved ability, character and fitness for work. Before the organisation of the Provincial Educational Service, it was possible at one time for at least a few picked non-Europeans in the

Educational Service to attain the same rank and draw the same kind of pay as the highly placed Europeans, although somewhat later on this pay became reduced by one-third in value, the availability of the rank remaining unaffected. Even under the latter of these conditions, the theoretically granted equality between Europeans and non-Europeans in the Educational Service was better acted upon than after the formation of the Provincial Educational Service as a distinctly lower service separated by an almost insurmountable barrier from the higher Indian Educational Service. As against non-Europeans the insurmountability of this barrier is generally made very effective; a European in the Provincial Service is, however, now and then allowed to get over the barrier; but non-Europeans are not easily permitted to cross it even temporarily for the filling up of acting vacancies, for which purpose also fresh Europeans are frequently enough indented for from England.

2. To admit thus the principle of equality between Europeans and non-Europeans in the Educational Service in theory and then to deny it in practice systematically on almost all occasions, when the enforcement of that principle is demanded by justice and not at all opposed by any truly wise or far-seeing and unselfish considerations of expediency, amount, in my view, to a serious crime committed against the fair fame of British rule in India and its generous and widely beneficial policy of education strenuously persisted in for over fifty years with increasing enthusiasm and earnestness. In the early days of the adoption of this policy of education, aiming to impart to Indians the best results of European thought and culture, it was a matter of unavoidable necessity that Europeans alone should be made to occupy all the important higher places of authority and centres of instruction in the Educational Service organised by the British Government in India. But now the very success of that policy has made the necessity for the exclusive appointment of Europeans in those places of authority and centres of instruction very considerably less as a matter of course. It goes without saying that no system of education can be really good or successful which tends to keep a people in a state of perpetual pupillage; and it is borne out by an abundance of facts, and testified to by all those who know, that the British Indian system of education has been both good and notably successful. When, indeed, British labourers in the field of Indian education have every reason to feel proud as well as glad of the worthy and valuable harvest made possible by their energetic and enlightened labour extending over more than half a century, it is the narrow conservatism of vested interest, which, to its own self-condemnation and moral detriment, refuses to recognise the worthiness and value of the products of that labour and endeavours to stand in the way of Indian workers seeking to find work in the field of Indian education on terms of equal comradeship with the European labourers employed to work therein. In fact, the success of the British Indian system of education cannot be conceived to be true or complete, when it has merely made the Indians apt recipients of European education without enabling them to become in their turn apt educators also. No impartial investigator of the aim of British policy in India in the matter of education will fail to make out that it is indeed an essential part of that policy to educate Indians to become not only well-educated citizens but also capable and competent educators. It appears to me that the time has certainly come to put this part of that policy into freer and fuller practice.

3. The immensity and also the very great variety of the work, which is involved in the high task of educating India, so as to make her come up to the best modern standard of civilisation in respect of moral, social, industrial and economic efficiency, are indeed such as demand the largest and the most hearty co-operation of very many Indians of the highest type of culture and character with their British fellow-subjects in all the well-aimed endeavours of the British Indian Government to fulfil that noble task. When the problem of Indian education is looked at from this point of view, it is certain to appear that the educational salvation of India lies more in the hands of Indians themselves than in those of British workers in the field of Indian education: and in the achievement of this salvation both the State and the people have to be equally interested, as it is calculated to secure at the same time the progressive prosperity of the people and also the healthy stability of the State. It is no doubt true that a large army of the common class of Indian workers is already labouring in the field of Indian education, and that this army is showing signs of becoming numerously stronger day by day. Nevertheless, this field of work is not quite as attractive as it should be to Indians of the most inspiring character and the greatest calibre of thought. To them other vocations than that of the educator offer better chances of attaining success as well as of winning honour in life. That which tends to make the profession of education least attractive to the most gifted of India's sons now is undoubtedly the undeserved position of unchangeable subordination and inferiority of emolument and rank to which somehow a really well-meaning Government has been led to assign the lot of all Indians as Indians in its own Educational Service, howsoever worthy or gifted they may be in themselves. If the Indian educator in the service of the State is not allowed, because of his being an Indian, to win such success and honour as are commensurate with his culture and character and ability for honest and earnest work, the policy which prevents him from obtaining his due recognition deserves to be condemned in unmistakable terms, for the reason that it not only engenders individual injustice but also retards the smooth and steady advancement of popular progress as derivable from the established educational aims of the British Indian Government itself. It is worthy to observe in this connection that in India there is no influential and authoritative organisation like the Academy in France or the Royal Society in England to bestow honour on successful educators and persons of notable learning in the humanities and the sciences.

The result of this is that the cold neglect of Indian educators and their learning by the Government in India remains uncounteracted even in regard to their pursuit of fame, and thus takes away from them the very last incentive to employ their time, talent and energy in the work of education and the discovery of truth. This state of things certainly requires to be modified as early as possible.

4. I am aware that there is much discontent among the older members of the Provincial Educational Service, and that the younger members thereof do not look forward to their future with any cheering hopefulness, on account of the differentiation made in the Educational Service of the State between Europeans and non-Europeans. This must be granted to be an unsatisfactory condition of affairs in relation to any organised service under the State. It is believed with good excuse by many belonging to the Provincial Educational Service that culture and character are quite international in their nature, and that it is possible for a good Indian possessing the required qualifications to be as good an educator as a good European with the same qualifications. Judged in the light of this belief, the unmodified continuance of the old partiality in favour of Europeans appears to be unjustifiable. But when judged from the standpoint of its effect on the minds of our college-students, it turns out to be very highly undesirable. University-students are all over the world mostly ardent idealists in those modern days, and their faith in the abstract ideas of freedom, equality and justice are absolutely unbounded. As they have no experience of those hard realities of life, which subject these charming abstractions to many inevitable limitations in practice, the purely logically argued unfairness of inequality and injustice is calculated to rouse a feeling of keen disapprobation in their warm hearts wanting in worldly experience. When they see—as they are often enough forced to do—an experienced Indian Professor of distinction, belonging to the Provincial Educational Service, treated by the Government with less consideration than that which is accorded to the latest European recruit to the Indian Educational Service, their sense of justice receives a rude shock, from which their mind hardly recovers; and they are thereby led almost unconsciously to associate with their feeling of patriotism a sense of resentment against that administrative policy of the Government which is in the last resort responsible for the injustice they observe. To evoke such a feeling of resentful patriotism in their hearts is seriously harmful to them personally, and is sure to affect injuriously the progress of the country as a whole. I have made these remarks with a serious sense of responsibility; and I consider it to be my duty to urge that in the matter of modern Indian education it is no more injurious to ignore that it is Europe which is educating India, than to forget that it is India that is being educated by Europe. Accordingly I am of opinion that the working of the existing division of the Educational Service into the Indian and the Provincial branches is very far from satisfactory, and deserves to be modified so as to remove all limitations in relation to the employment of non-Europeans. When Indians are allowed to become, and give satisfaction by their good work as Collectors, District Judges, Judges of the High Courts of Judicature and Members of the Executive Councils of Government, it is hard to see any reason why the Principalship of a Presidency College or a Directorship of Public Instruction should not be open to them.

5. It is gratifying to me to note that my view, that the division of the Educational Service into the Indian and the Provincial branches is not working satisfactorily, and that the limitations placed upon the employment of non-Europeans in the Educational Service under the State in India should be entirely removed, has the support of the Provincial Educational Service here as a whole. Assuming that the suggestion to do away with this division as well as with the limitations on the employment of non-Europeans will be found to be just, expedient and acceptable, I propose in relation to the “*methods of recruitment*” to the Educational Service in India that that service under the various Local Governments should be made to consist of a *Superior Service* and a *Subordinate Service*, that the officers now constituting the Indian Educational Service and the Provincial Educational Service be all put into the Superior Service, the offices assigned to the Subordinate Service being very much what they are now, and that the Superior Service be divided into two classes—as *First Class* and *Second Class*—roughly corresponding to the present *Indian* and *Provincial Services*. Appointments to the Subordinate Service must continue to be made directly as now by the head of the Education Department. But in the case of both the classes of the Superior Service, appointments must be made to them partially by promotion and partially by direct nomination. In the present situation of what may be called India's educational circumstances, it seems to be both equitable and expedient to arrange that not more than 35 per cent. of the appointments in the First Class of the Superior Service should be filled by direct nomination by the Secretary of State for India, and that not less than 35 per cent. of such appointments—be filled by promotion from the Second Class of the Superior Service, the rest of the appointments about 30 per cent., generally—being filled by direct nomination by the Local Government. In regard to the appointments in the Second Class of the Superior Service, I am of opinion that they should all be filled by the Local Government, 50 per cent. by promotion and 50 per cent. by direct nomination. In all cases of appointment to the Superior Educational Service, whether it be by promotion or by direct nomination, the value of the qualifications possessed by the persons to be appointed should alone be taken into account, no serious attention being paid to their being European or non-European in descent. In regard to what those appointments are which are to be included in the First and the Second Classes of the Superior Service, the proposal made in the joint memorandum submitted by the Provincial Educational Service is very fair

and deserves to be taken into favourable consideration. This is, however, a matter of administrative detail, which, it is believed, the Local Government will settle in the light of its own knowledge and experience of the changing requirements of the various grades of the Educational Service.

6. Concerning the “*training and probation*” of persons appointed to the Superior Educational Service, it may be said that those, whose appointment is due to promotion, need not ordinarily be called upon to undergo any training, for the reason that they have done approved work already and have thereby shown that they know well the nature of their calling and the secret of attaining success therein. Even in their case every appointment to a post in a higher grade should be on probation for a period of not more than one year, as it sometimes happens that he, who gives very good satisfaction in a lower sphere of work, fails lamentably when called upon to do the duties belonging to a higher sphere. In regard to those, who are appointed to the Superior Service by direct nomination, it is necessary to make the period of probation extend over two years and also to prescribe a course of training for them. All those who, being so appointed, have their duty in the performance of Collegiate work, should be made to give, at the end of their period of probation, good evidence of their knowledge of the history and aim of University education as well as of its value to the State and to society in the modern conditions of human progress and civilisation. A course of study directed towards the attainment of this kind of knowledge will open their eyes to the great nobility of their calling and enable them to esteem aright its importance in the economy of all progressive civilisations. Thus will they learn to take a pride in their calling and do their life-work in it with true devotion and an appropriate sense of responsibility. Such a course of study should be obligatory on all the Europeans and non-Europeans who happen to be directly appointed to the Superior Service by nomination. In addition to this the European recruits to it should be made to acquire a decent knowledge of an Indian vernacular or classical language, so as to be able to understand and appreciate in a general way the literature that is to be found in that language. This will enable them to sympathise easily with the humanitarian side of Indian civilisation and thus get into a free, happy and loving relation with their Indian pupils. Similarly it should be demanded of the non-European recruits that they should acquire a decent knowledge of another European language in addition to English, which they must all know well, this language being preferably either German or French. In this way their opportunity to equip themselves with European knowledge will be considerably improved and their fitness to do their work well will also be thereby proportionately enhanced.

7. In dealing with the question of the “*conditions of service*” it may be observed at once that, in the case of those who are appointed to either of the two grades of the Superior Service through the process of promotion, there is the guarantee that they have, by their successful work in past years, given a fair proof of their ability and fitness to discharge well the duties of their newer and higher office. There being, however, no such established guarantee of ability and fitness in the case of those who are recruited afresh by direct nomination to fill some of the posts in the Superior Service, it is necessary to insist that they—whether appointed by the Secretary of State or by the Local Government—should all possess markedly high academic qualifications and should have given more or less noteworthy evidence of capacity to think originally and do original work in the way of exposition or criticism or research. If those, who seek employment in the Superior Educational Service in India, happen to be graduates of Universities, it is easily enough made out whether their degrees are or are not characterised by any notable distinction; and taking it for granted that graduates of distinction alone are to be chosen by the appointing authorities in England as well as in India, it is desirable that such persons are allowed time to do some form or other of original work to establish further their fitness to be appointed to responsible Collegiate offices in the Superior Educational Service in India. Towards this end it may be ruled that the age limit within which they have to be appointed should be fixed at 30. Another point to be specially noted in this connection is that, in the case of those, whose appointment to either class in the Superior Service is due to the process of promotion, care must be taken to see that the promotion is made, not according to the usually observed rule of seniority as tempered by selection, but according to what may be called the rule of selection as tempered by seniority. It is true that to carry out the process of selection in a satisfactory manner is much harder than to ascertain seniority and base promotions thereon. Nevertheless, for the purpose of maintaining a high standard of culture, character and efficiency among the members of the Superior Educational Service, the adoption of the rule of selection for effecting promotions seems to be very necessary.

8. In regard to *conditions of salary*, what is primarily required is that it should be sufficiently high not only to attract really good and able men into the Superior Educational Service in India, but also to keep them in it in good humour throughout their appointed period of work. How high this salary has to be, it is rather difficult to determine; and in any endeavour to determine it, the growing costliness of life in India, the current rates of the salary of correspondingly high offices in other departments of the Public Service, and the value which true talent combined with honest and earnest labour can command in other walks of life than the Public Service, may all be seen to be factors of telling importance. If all these things are borne in mind and the desirability of enlisting really able, worthy and learned men in the Superior Educational Service of the State is not at the same time forgotten, it will in no way be

hard to see that this Service is now comparatively very poorly paid. The least that may be done in the way of improvement in this matter is—to fix at Rs. 300 the minimum monthly pay attached to the appointments in the second class of the superior service and allow it to rise by annual increments of Rs. 25 to a maximum of Rs. 800, and similarly to fix at Rs. 500 the minimum salary of the appointments belonging to the first class of that service and allow it also to rise by annual increments of Rs. 50 to a maximum of Rs. 1,500. In addition to this, provision must be made to further reward the distinguished merit and successful work of the officers belonging to this latter class by means of a few personal allowances ranging from Rs. 200 to Rs. 500, so that the best ones among these officers may be enabled to draw in due time a salary of Rs. 2,000 a month. It must be made evident that these personal allowances are the reward of distinguished merit alone and cannot be claimed as of right or in consequence of simple seniority; and being so awarded in recognition of meritorious work, they will of course be available equally well to Europeans and non-Europeans and act as an incentive all round for the accomplishment of success and the achievement of distinction. To the second class also of the Superior Service a few personal allowances ranging from Rs. 100 to Rs. 200 may be similarly attached; and they too should be given only to such as have achieved distinction. It has been suggested already that promotion from the second class to the first class of the Superior Service should be more by selection than by seniority; and if, at the time of selection for promotion to the First Class, an officer of the Second Class happens to be drawing a lower pay than the minimum attached to the First Class, he must be allowed, as soon as he is promoted, to draw this minimum pay as a matter of right; if, however, the officer to be promoted is, at the time of promotion, in receipt of a higher pay than the minimum above referred to, he must be considered to have earned that pay as a member of the First Class and thus permitted to draw his new and increased annual increments without any break.

9. As to conditions of leave and conditions of pension, I am in full agreement with the recommendations suggested in the joint memorandum submitted by the members of the Madras Provincial Educational Service in a body, and have therefore no special remarks to make.

10. The relation of the Educational Service with the Indian Civil Service as well as with the other organised Services under the Government in India is a matter of some moment, as the public esteem which is accorded to the Educational Service and its attractiveness as determined by that esteem are both largely dependent upon the nature of this relation. It is now very generally recognised that the work of the educator, who moulds the mind and the morals of the coming generation of citizens and equips society with power as well as with the capacity to use power well, is intrinsically in no way inferior to the work of those, who, in places of authority, conduct the administrative affairs of Government. In point of the honour and regard which are to be shown by the State to the Services under it, the Superior Educational Service should be put upon the same footing as the Judicial branch of the Indian Civil Service. It appears to me to be very reasonable to make the status of the Director of Public Instruction for purposes of official precedence similar to that of a Judge of the High Court, and that of the Principals, Professors and Inspectors serving in the First Class of the Superior Service similar to that of District Judges. Such a determination of the position of those, who are at the top of the Educational Service, in respect of the official precedence due to them will naturally enhance the status of those who occupy comparatively lower ranks in the Educational Service. As I have already mentioned, Government just now happens to be the only competent and authoritative fountain of honour in India; and to be neglected and driven into cold shade by Government here is therefore interpreted frequently to mean an absolute want of honourableness on the part of those who are not honoured by Government. In honouring those who are engaged in the work of education and show, by the quality of their work, that they are really worthy of honour, the Government will be strengthening its own right hand to perform its exalted and worthily fruitful function of maintaining order and speeding on progress among the multitudinous millions of this great country.

11. Lastly it seems to me to be desirable to mention that, in organising the Educational Service anew, attention must be paid to the necessity of preventing the frequent changes in the duties of Educational officers, which are brought about owing to what they commonly call the exigencies of the service. In this way a professed Mathematician, for instance, is made into a Professor of History, or a Professor of English or a Professor of Physics or an Inspector of Schools in all manner of irregular order, it being understood that the holding of a place in the Indian Educational Service is in itself a sufficient demonstration of the incumbent of that place possessing all the variety of qualifications needed to do justice to all the various offices to which he is called in such alarming rapidity and alternation. The interest sought to be upheld by the adoption of this device is obviously nothing other than to see that outsiders from the Provincial Service are not freely allowed to occupy the places reserved for the members of the Indian Educational Service, even though such intrusion of outsiders may be wanted only temporarily. This is indeed a very small grievance from the standpoint of the Provincial Educational Service; but the way in which it tells upon the capacity of the members of the Indian Educational Service, to be really good educators as also upon their reputation for true learning and high scholarship is quite deplorable. In the new organisation of the Educational Service, each Professor must be confined to his special work as far as possible, and never should an Inspector of Schools be suddenly pitchforked into the place of a Professor or vice versa. It must be made

clear that the qualifications needed in a successful Inspector of Schools are very different from those that are needed in a successful Professor, and that the fact of a person having turned out to be a successful Professor in some one subject is no proof that he will be equally successful as a Professor in any other subject. How the reputation of some European Professors has had to suffer in the estimation of their students in consequence of the adoption of this vicious policy of inconsiderate transfers may be better imagined than explicitly stated. If the distinction between the Indian and the Provincial Educational Services is abolished, and the limitations upon the employment of non-Europeans are removed, there will be no need at all to indulge in such unwholesome and inconsiderate transfers of Educational officers from place to place and from duty to duty.

12. Before concluding I consider it necessary to make another suggestion which I hold to be of some importance; and that suggestion is that where there are more Professors than one employed to teach the same subject in the same college, one of those Professors at least must be an Indian. This will bring into existence a close and harmonious relation between the Europeans and non-Europeans in the Superior Educational Service, and give scope for the Indian Professors to do work which is fully similar to what is done by European Professors. I need not say that in making this suggestion I have in view the cultivation of the feeling of complete and equal comradeship between the Europeans and the non-Europeans in the Educational Service; and I believe that much of the progressive prosperity of the future of India is bound up with the growth of this kind of friendly feeling and co-operation between Indians and Europeans in all departments of India's varied public life.

A memorandum regarding the Provincial Educational Service—Inspecting staff and Headmasters—submitted by Rao Bahadur A. C. Pranatartihara Ayyar Avargal, B.A., I.S.O., Inspector of Schools, Madras.

Introductory.

I uphold the recommendations of the members of the Madras Provincial Educational Service, made in paragraphs 1 to 5 of their memorandum for the Royal Commission, that the existing distinction of Indian and Provincial Educational Services should be abolished and that in their stead there should be one common service for the higher officers of the department which may be designated the Madras Educational Service. In no branch of the service should there have been so little necessity for the introduction of this invidious distinction and in no branch of the service again has that distinction been so keenly felt as in the Inspectorate.

2. Inspectors of Schools are the Executive officers of the department and their duties bring them into close relations with other branches of public service, with the district administrative officers and Presidents of Local Boards, with the missionary and other private agencies engaged in the work of education and with the public in general. They are again itinerating officers and, whether they stay at head-quarters or are touring out, they have to live in a manner suitable to their status in the service and to the place they hold in the public esteem. Whether they are members of the Indian or Provincial Educational Service, their powers and duties are the same; and no circle is ear-marked for an Inspector of this or of that service. Under these circumstances the salaries and allowances should also be the same. But they are not; and the disparity in the salary is often so great as to give the Provincial Service Inspector a decidedly lower status in the eye of the public. Instances have not been wanting of Provincial Service Inspectors drawing salaries even lower than the personal allowance drawn by an Inspector of the Indian Educational Service. The situation becomes keener and the invidiousness of the distinction more pointed when the individual who thus suffers is an officer of experience in the department, with a reputation for efficiency and respected by the public, and he is made to draw, nevertheless, a lower salary than a raw recruit fresh arrived from England. Indeed the rigid retention within the ranks of the Provincial Service of such distinguished members of it as Rao Bahadur C. Nagoji Rao and the late Dr. Sathianathan, the inadequate salaries paid to them and the virtually lower status thus given to them than to their colleagues of the Indian Educational Service, have deterred many an Indian youth of bright parts and high aspirations from seeking employment in the Educational department of the Government Service. It is most unfortunate for the country that the best talents available in it for educational work should thus be kept out of it.

3. I agree also to the recommendation made in their joint memorandum by the members of the Madras Provincial Educational Service that there should be two grades of Educational officers—one higher and the other lower; but I differ from them to some extent in regard to the salaries and classes of officers to be included in each grade. The salary of grade I may be Rs. 500—50 (annual)—1,000 and that of grade II, Rs. 250—25 (annual)—Rs. 500. In addition, a number of personal allowances of Rs. 100 and Rs. 200 and not exceeding 20 per cent. of the total strength of the cadre may be attached to grade I, to be earned—the lower allowance after 15 years of total service in the department and the higher after 20 years.

All Inspectors of Schools should be placed in grade I and all Assistant Inspectors and Headmasters of Secondary Schools in grade II.

Methods of recruitment.

4. The recruitment should be partly by promotion from below and partly by selection from without. The one measure is necessary in the interests of efficiency, chiefly of the lower service, and the other for the desirable introduction of fresh energy and advanced culture unaffected by the narrowing influences of an already established order of things.

5. *District Assistant Inspectors.*—Excepting two districts, viz., Madras and Nilgris, the remaining 23 districts of the Presidency have now each an Assistant Inspector and it is time that Madras too, with the development now given to elementary education in that city, should have one. There is also an Assistant to the Inspector of European and Training Schools. Thirteen of these officers are now in the Provincial Educational Service, while the rest are senior Sub-Assistant Inspectors but put in district charge and exercising the same powers and duties as the men of the Provincial Service. It is an anomalous arrangement, introduced some years ago and unwarranted, so far as I could see, by any other considerations than those of economy. The duties of Assistant Inspectors are important. They are immediately in charge of elementary education and are advisers to the local boards in the administration of the elementary schools maintained by them. They are in a manner the district representatives of the Educational Department and come closely in contact with the district administrative officers. Their status, therefore, should be improved and their appointments should all be brought under grade II. They should be men whose mother-tongue is one or other of the South Indian languages and whose mode of life is such as to make it easy for them to camp in villages and mix freely with the people. Fifty per cent. of the total number of appointments of Assistant Inspectors may be reserved for promotion from the ranks of Sub-Assistant Inspectors (in which cadre have now been included Headmasters of Training Schools and the senior assistants) and the remaining 50 per cent. by selection from outside. (In this connection I would recommend that the lowest grade of Sub-Assistant Inspectors, viz., the Rs. 75 grade, may be abolished and that the next higher grade, viz., the Rs. 100 grade, may be fixed instead as the probationary grade). None but Indian graduates in honours and under 30 years of age should thus be selected. In other words the vacancies of Assistant Inspectors, as they occur, should be filled alternately by promotion and by selection.

6. *Headmasters.*—There are now only five Government high schools, including the one at Mercara, one of which again is intended for a special class of the community, viz., the Muham-madans. The appointments should all be by selection in the manner recommended for Assistant Inspectors, the claims of senior assistants, who are graduates in honours and are already employed in Government schools, receiving a preferential consideration. Occasionally the appointment may be given to a distinguished headmaster of a school under private management or under the management of the local boards.

7. *Inspectors.*—There are now eight circle Inspectors for the Presidency and with the addition of one more to this number, which has been recently sanctioned by the Secretary of State for India, there will be nine circles in all. This number is still insufficient; and there should be at least three more Inspectors provided for, if the duties of this class of officers are to be satisfactorily discharged.

8. I do not think it is a happy arrangement to combine in one and the same officer, as has been done, the duties of Inspector of European Schools and of the Inspector of Training Schools for Indians. The spheres of operations are so entirely different, requiring for efficiency, as they do, different kinds of experience and other different sets of conditions, that the growth of the administrative mind—so to speak—in one direction cannot be but to the detriment of its growth in the other. The Inspector of the new ninth circle to be created is to be in charge—in addition to the Indian schools for boys of South Canara—of all schools, Indian and European, in the Civil and Military station of Bangalore and in Coorg. He may be relieved of South Canara and put instead in charge of all European schools in the Presidency. (It will be noted that the largest number of European schools are in Bangalore and this station is proposed to be made, by the opening of a training college for Europeans, the chief centre of educational activity for the domiciled community). There may then be a separate Inspector for training schools and the dual control that is now exercised over these institutions by the special Inspector and by the circle Inspector may be removed. This Inspector may also be special adviser to the Director in matters relating to school planning and equipment, organization and teaching.

9. An Inspector of Indian Schools must, if he is to do his duties efficiently and to the good of the country (1) have had a liberal education himself and possess a University degree, (2) possess an intimate knowledge of the chief Indian language or languages taught in schools in his circle, and (3) be well acquainted with the conditions prevailing, educational and other, in the different classes of the Indian community.

10. I would prefer a man of an all-round culture to a specialist. There is not much of specialization required in elementary and secondary schools of which the Inspector has charge; nor is it desirable.* Specialization should be largely reserved for the post-secondary course.

11. An Inspector of Schools should never be a faddist. Faddism may do well in individual schools—if only as an experiment and to give the school a reputation of its own; but in a whole circle it should not be allowed to reign. Much harm has been done by the faddist's disregard of the claims of other branches of knowledge.

12. The literature of a race reflects its genius and the lines on which it works its evolution. An acquaintance with that literature is, therefore, necessary to all who are engaged in the work of educational improvement. But few Inspectors of Schools, other than Indian, have had such an acquaintance.

13. If the material and moral progress of a country should be the work of education, that education should be imparted in a form which will make it the most easily assimilable. In any scheme of liberal education, therefore, whether elementary or secondary, the pupil's mother-tongue ought to be the first language taught in schools. This is recognised in this Presidency only to a limited extent. At the elementary school indeed, the teaching is all, as it must be, in the pupil's mother-tongue; but in the secondary school it is, in the upper forms wholly and in the lower forms mostly, through the medium of English; and the Indian languages are relegated to a comparatively unimportant place in the curriculum. Whatever circumstances might have brought about this inadequate recognition of the pupil's mother-tongue, it has helped non-Indian Inspectors to confine their attention mostly to the English work done in a secondary school, leaving to their assistants the inspection of the teaching of the Indian language and other subjects taught through the medium of that language. These Inspectors, indeed, with their ignorance of the Indian languages, seldom go below the fourth form, except perhaps to test the English teaching; and when it is considered that there are only 21,519 boys in the upper secondary forms in the Presidency against 98,887 boys put together in all the forms and classes of secondary schools, it will be seen that the extent to which the Inspectors directly come in contact with the secondary school-going population is approximately only one-fifth of what it should be and that their own knowledge is extremely limited of about four-fifths of the work done in a secondary school and particularly of that work which serves as the basis for the superstructure which they are in a position to test for themselves.

14. So much for secondary education. As to elementary schools, where the teaching is all through the medium of an Indian language, no Inspector, who is ignorant of that language, can have a first-hand knowledge of the work done therein. His inspection can be only that of the building, of the equipment, of the drawings and other work on the black-board and of the discipline maintained in the school. It cannot go farther; and there can be no inspection of the teaching, to which the abovementioned requisites are only accessories, of the skilful appeal of mind to mind and of the intelligent response made to it. I had once to accompany a non-Indian Inspector on a visit to an elementary school. It was closed and I mentioned the circumstance to him. But he said, "Never mind. One native school boy is like another. Let us have a look at the building and go on". He was right. Whether the school was open or closed, it was all the same to him and his visit was all the same to the school.

And yet, it is to be remembered that it is elementary education which requires most development and to which the Inspector should give most of his attention. He is not the Inspector of only the upper departments of secondary schools.

15. The work done in a training school for elementary teachers is again all in the Indian language of the locality; and I have often wondered how this work could be efficiently tested by an Inspector who did not possess a literary knowledge of that language. A criticism lesson or a model lesson is given; or a student under training is tested in regard to his teaching power; but unless the Inspector has an interpreter by his side or turns to his assistant for his opinion the chances are that the most loquacious teacher is passed for the most efficient.

16. I have dwelt rather long upon this aspect of the question; but it is a most important aspect which so far has not received adequate notice and consideration. Fancy a number of Inspectors in England, Frenchmen or other foreigners, with no knowledge worth the name of the English language, and yet put to inspect elementary schools and secondary schools. The position is nearly the same here in India—at any rate in the Madras Presidency. A good literary knowledge of an Indian language must, I repeat, be, among other things, a *sine qua non*, for an Inspector of Indian schools. Such a knowledge will bring in its wake an intimate knowledge of Indian conditions; and this combined knowledge will naturally develop in the Inspector sympathy and love for the people and thus prove a real power for doing good. It is doubtful, however, whether European Inspectors possessing these qualifications can be easily had. Our experiences so far only point to the difficulty of getting such men. On the other hand, it should be so easy to get Indian Inspectors satisfying all these conditions, if only we go the right way to find them.

17. The Public Services Commission of 1886-87 said: "It is generally agreed that the recruitment of Inspectors from Europe should be considerably reduced, inasmuch as local agency may be substituted for them without loss of efficiency." For reasons already given I would go farther and say that the substitution of local agency will result in a great increase of efficiency. With this conviction of mine I would recommend that 75 per cent. of the total number

of Inspectors be Indians and that, in view of the recruitment I have already suggested of Assistant Inspectors and Headmasters, they may be men promoted from that class of officers. The remaining 25 per cent. may be men recruited, including those recruited to meet special cases, by direct nomination by the Secretary of State for India. It is to be noted that in spite of the recommendation made above by the Public Services Commission and the action taken in pursuance of it by the Secretary of State for India and by the Government of India who fixed the proportion of Indian Inspectors at 50 per cent. of the total number, it has, nevertheless, gone down in Madras within recent years to 20 per cent.

Systems of training and probation.

18. *Assistant Inspectors and Headmasters.*—Every Assistant Inspector and every Headmaster appointed as such by promotion from the lower service, should have undergone a course of training in pedagogy. In the case of the rest, i.e., of those appointed by direct recruitment by local Government, a year's training at the Teachers' College should be insisted upon; and when that training is over, they should be attached to the office of an Inspector of Schools for six months to learn their work and fit themselves for independent charge.

19. *Inspectors.*—The Inspectors appointed by promotion from among Assistant Inspectors and Headmasters, should require no further training or probation; but before they became Inspectors, the more promising men among them might have been encouraged by the grant of special furlough allowances to travel to Europe and America and study the educational systems prevailing there. I would suggest travel after some years' service so that the officers may well be posted beforehand in the conditions prevailing in India and have had sufficient experience of educational work for comparative study. As a further incentive to such study preference may be given to these officers in the matter of personal allowances, other conditions being satisfied.

20. As to Inspectors directly nominated by the Secretary of State for India, the present system of training should suffice; but they should not be confirmed and put in independent charge until they have (1) observed for at least one term the work of the model school attached to the Teachers' College, (2) toured either with the Director or a senior Inspector for another half-year and seen schools of different grades and types and (3) have passed a satisfactory literary test in a South Indian language.

Conditions of service.

21. I have nothing more to add under this head to what I have already said in paragraphs 4-17 *supra*.

Conditions of salary.

22. Please see paragraph 3 *supra*.

An officer of grade II may, during his period of training and probation, be paid a moiety of the starting salary of that grade, i.e., Rs. 125 per mensem.

A presidency allowance of Rs. 50 may be granted to officers of grade II resident in Madras and of Rs. 100, to officers of grade I.

An acting allowance of Rs. 100 for officers of grade II acting in grade I and of Rs. 50 for officers of the subordinate service acting in grade II may be provided for, subject to the provisions of article 139, Civil Service Regulations.

Conditions of leave and conditions of pension.

23. I accept the recommendations made in paragraphs 10 and 11 of the joint memorandum of the members of the Madras Provincial Educational Service.

Relations of the service with the Indian Civil Service and other services.

24. Inspectors of Schools have much to do with the members of the Indian Civil Service in their capacity as presidents of local boards and managers of schools maintained by those boards; and the attitude of the latter to the Educational Department has generally been that of deference to expert advice and formal co-operation. This is generally in regard to schools which they have to administer. It is to be wished that they take more active interest in the spread and development of elementary education within their respective charges. Their influence is great with the people and it can be exercised for good in the promotion of education in villages.

It is also desirable that, in the matter of official precedence and similar privileges, Inspectors of Schools should be placed on a footing of equality with other heads of district administration.

MADRAS,
6th October 1913.

Memorandum by Mrs. M. A. Shreenivassa, B.A., L.T., Assistant Inspectress of Schools, Madras Girls' Range.

Methods of recruitment.—The present method of recruitment by seniority from among the Sub-Assistant Inspectresses who are trained graduates is in general satisfactory and may continue so long as the latter appointments exist.

2. *Systems of training and probation.*—The Assistant Inspectresses are usually trained graduates who have passed the Sub-Assistants' and the compulsory Educational tests in at least one vernacular. In a bilingual range, the passing of an examination may be required, within three years of appointment.

It is an acknowledged fact that the breadth and depth of scholarship obtained in Western Universities cannot be secured in Indian Universities as at present constituted. In order, therefore, to bring the Assistant Inspectresses into touch with the higher standards existing in Western Universities and to keep them abreast of the developments in educational theory and practice, and thus enable them to bring elementary education in India to a higher level, arrangements should be made to give those officers who have had at least five years' service as Assistant Inspectresses opportunities and facilities for visiting Europe at least once in five or seven years. For this purpose they may be allowed study leave and allowances.

3. *Conditions of service.*—At present there are three women Assistant Inspectresses and although because the greater includes the less they are sometimes said to come under the category of the Provincial Service, it is clearly evident they cannot be classed as such.

The Assistant Inspectress has to inspect every kind of girls' school in her range either independently or with the Inspectress without help of any kind and when it is stated this range consists of more than one district, the nature of the work she has to do may be better imagined than described. The District Assistant Inspector has charge of only one district and has a Sub-Assistant and a Supervisor to help him always or whenever necessary. The Assistant Inspectress has to submit to the Inspectress a report on every school inspected besides making entries in the inspection book of the school. In Northern India Assistant Inspectresses inspect schools biennially and are not required to submit reports on every school examined to the Inspectress. If the number of Assistant Inspectresses or Sub-Assistant Inspectresses is not to be raised and if no additional help is to be rendered in the inspection of schools the number of which is growing and is bound to grow from year to year some arrangement like that which holds in North India is absolutely necessary and she may be trusted to carry out her official duties faithfully in regard to the welfare of the schools in her range.

The absence of age limitation may continue for some time.

4. *Conditions of salary.*—There are only two grades of salary and there is no outlook whatever for promotion. The Assistant Inspectresses compare unfavourably with the Assistant Inspectors in this Presidency and with the Assistant Inspectresses in North India who are in progressive and higher salaries and who unlike the Assistant Inspectresses do not depend on vacancies for promotion.

The following proposals with reference to pay and allowances are suggested:—

(1) The graded service to be abolished and all Assistant Inspectresses to rise from Rs. 300 to Rs. 500 by annual increment of Rs. 25.

(2) An allowance of Rs. 50 for conveyance charges to be granted to those stationed in the Presidency town, the present allowance of Rs. 30 being totally insufficient for the purpose.

These women officers have a very hard life and no settled home and often have great difficulty in securing accommodation at travellers' bungalows. They do not receive adequate remuneration in the shape of travelling allowance and consequently often suffer great inconveniences in having also to go about in conveyances to which they are not accustomed. A more liberal scale of travelling allowance which would enable them to travel in a greater degree of comfort would be Rs. 5 per day halting allowance, double first class for train journeys and 8 annas per mile for road journeys.

5 & 6. *Conditions of leave and pension.*—Officers of the Provincial Service are entitled to only two years' furlough while those in the Indian Educational Service enjoy a period of about six years. It is suggested that the Assistant Inspectresses be allowed furlough equal to one-sixth of the actual service.

These officers may be permitted to retire at 50 instead of 55, if they wish to do so, and 25 years' full service or 20 years with medical certificate may entitle them to draw pension at half pay.

7. *Such limitations as may exist in the employment of non-Europeans.*—There are no such limitations in regard to these appointments, but regarding the working of the existing system of division of service into Imperial and Provincial it is suggested that in the Women's Inspecting agency, such division be abolished and there be one service designated the Madras Educational Service consisting of class I and class II.

Class I to consist of—

- (1) The Inspectresses of Girls' Schools of whom there should be six.
- (2) The Superintendent, Presidency Training School for Mistresses, Egmore.
- (3) The Superintendent, Kindergarten department, Saidapet.

To the Director of Public Instruction.
 „ Public Department.
 „ Public Works Department.

READ AGAIN G.O. No. 422 81, dated 8 - 5 - 1913.
" " " " 910 " 3 - 10 - 1913.

READ ALSO:—

C. No. 3307, From the 2nd, No. 7603/13 dated 27. 6. 1913.

” ” ” ” ” ” ” ” 191

” ” ” ” ” ” ” ” 191 .

ORDER.

No. 1031207, dated 10.11.1918.

Records

MP. A.
3.11.13 7.11.13

Neq //

note

The question whether the specific points raised in the memoranda should be considered was raised and negatived in the case of similar memoranda submitted by the members of the Indian and Provincial Educational Services - ^{199/324 g)} vide note to Govt 422 Ed I, 8. 5. 13.

3.11.13

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" Public Dept with 10 Rs.
" Public Works Dept, with 10 Rs. Sept
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Current No. 3307, dated 31-10-1903.

G.O., No. 1031, dated 10-11-1903.

Number of MS. pages sent { Correspondence including order or orders
(b)
Notes.

Docket: Public Service Commission.
Received the memoranda prepared by
+ submitted to the direct for the
representative witnesses of the Educational
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Number (c) of copies required when struck off (not including
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Notes

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(b¹) For rules regarding printing of notes,
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(b) Unless a note to the contrary is made
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