L. P. J.

Government of Madras

HOME DEPARTMENT (MISCELLANEOUS)

G.O. No. 758, 11th November 1918

Vernacular tests for Deputy Collectors

Directing that the — should be held at local centres.

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N. P. ORIGINAL.

Government of Madras

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G.O. No. 758, 11th November 1918

Vernacular tests for Deputy Collectors

Directing that the — should be held at local centres.

Order—No. 758, Home (Miscellaneous), dated 11th November 1918.

The question of the simplification of the rules relating to the examination of candidates for the post of Deputy Collector in vernacular languages has been engaging the attention of the Government for some time. After careful consideration of the several issues involved, the Government have resolved to direct that the vernacular examination of candidates for the post of Deputy Collector, whether by the second class test prescribed for Indian candidates or by the third class test prescribed for European and Anglo-Indian candidates, shall, in future, be held at local centres approved and notified by the President, Board of Examiners, from time to time. The scope of the examination will not be altered but it will be conducted by local committees appointed by the President and according to such arrangements as the latter may direct. The President may, when absolutely necessary, send the appropriate Translator to Government to any centre where the President cannot find a strong enough committee.

(True extract).

R. Ramachandra Rao,
Secretary to Government.

To the President, Board of Examiners.
,, Board of Revenue (Land Revenue).
,, Revenue Department.
,, Local and Municipal (Legislative) Department.
,, Home (Judicial) Department.
,, Accountant-General.

NOTES CONNECTED WITH G.O. No. 758, HOME (MISCELLANEOUS), DATED 11TH NOVEMBER 1918.

[SUBJECT.—*Compulsory Vernacular test for Deputy Collectors.*]

Previous papers :

G.O.	275,	*Public,*	6*th April*	1893	*Endt.*	1424 *D*–131, *Rev.,*	7*th Oct.*	1913
,,	321–22	,,	7*th* ,,	1904	*G.O.*	1317, *Public,*	11*th* ,,	1914
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,,	1089,	*Public,*	28*th* ,,	1913	,,	145 ,,	9*th Jan.*	1918
,,	2917,	*Revenue,*	2*nd Oct.*	,,	,,	1965 ,,	18*th May* ,,	

REVENUE DEPARTMENT.

ENCLOSURES

Extract from the "Hindu", dated 5th December 1917.

Up to 1910 or so deputy collectors were required to pass the test after appointment and before confirmation. In 1910 it was ordered that unless one passed the test one would not be eligible at all for appointment as deputy collector. This change appears to have been made to obviate the delicacy of having to revert a deputy collector for the mere reason of his not having learnt a second language at an advanced age. The examination was thrown open to all on a salary of Rs. 150 to enable them to learn the language while still young. Recently a month ago it was thrown open to all on Rs. 125 as well. Thus the Government have been gracious enough to afford opportunities for learning the language at an early age.

2. Formerly there used to be some text-books, but they were abolished in October 1916 on the ground that a literary knowledge would not do, and a high standard of colloquial knowledge consisting of an ability to read mauuscripts and converse fluently was prescribed. It is an undeniable fact that colloquial knowledge cannot be acquired unless one lives in the language area and has opportunities of moving with the people talking the language for at least a year or two. For this the Government made no arrangements, the consequence being that deputy collector candidates are at a greater disadvantage now than formerly. To illustrate this, one has only to look into the results of the examinations, held after October 1916, i.e., in the examinations held in January and July 1917. If any candidates passed in Telugu it must be only those Tamilians that have entered service in the Telugu country and spent some years of their life there, or those Telugus whose vernacular for the B.A. examination was Sanskrit. Same was the case with the Tamil examination. In January and July examinations, no one whose mother-tongue was Telugu passed in Tamil and vice versa. If the Government will institute the necessary inquiries the truth will be known. Considering the bad plight in which the changes in curriculum made in October 1916, placed them, several Tahsildars seem to have asked for transfers from one language area to another, but the Board declined to grant their requests on the obvious ground that the work of the taluks would seriously suffer. The Collectors who were sympathetic, however, seem to have arranged mutual transfers in some cases feeling as they do the necessity for such an opportunity being given to enable one to acquire colloquial efficiency in a foreign language. As at present it gives an unfair advantage to those that came from one language area to another early in life and entered service. Is it not time for the Government to reconsider their orders regarding this examination ?

3. Early in 1917 no fewer than four non-official members of the Legislative Council interpellated the Government on the subject, questioning the necessity for the test. In these days when ideas of the formation of Provinces on linguistic basis are gaining ground is it too much to ask for the abolition of the test which would induce Government to restrict transfers of deputy collectors to language areas which in its turn must be conducive to the efficiency of the administration.

4. It may be affirmed without fear of contradiction that as a rule no deputy collector is posted in the first instance to a district whose vernacular is different from his mother-tongue, nor is it desirable to do so. There is thus no necessity for insisting on this qualification before appointment.

5. This examination has been a source of unnecessary expenditure of several thousands of rupees to Government in the shape of travelling allowances to examiners and examinees, and of no small amount of anxiety and expense to the examinees, for they cannot think of a deputy collectorship before passing the test. If it is considered necessary that deputy collectors should have knowledge of two vernaculars the following scheme may be adopted :—

Translation test in two vernaculars instead of one as at present may be declared to be the qualifying test for deputy collectors under the Special Test Notification. This will involve no expense to Government as the candidates appear for the Special Test examinations at their own cost. It will make them think of learning a second vernacular while very young—much younger than a Rs. 125 subordinate in the Revenue Department. What is learnt at that age is also retained longer. Reading manuscripts will not be a matter of great difficulty for one who knows the language. A few day's practice after posting to the language areas will do.

6. At present much emphasis is laid on manuscript reading so much so that graduates whose vernacular for University examinations and mother-tongue, is Telugu, Tamil or Canarese and who have spent several years in the Revenue Department are required to read manuscripts written in their mother-tongue also before the Government Translator. The examinees are paid large amounts of travelling allowance for this performance. Can there be anything more ridiculous than such a test? At a time when curtailment of staff and the like are considered for the sake of economy why not do away with the examination or modify it as suggested above and relieve Government of expenses and Revenue Officers of anxiety and expense.

Extract from the "Madras Mail", dated 10th December 1917.

COMPULSORY VERNACULAR TEST FOR DEPUTY COLLECTORS.

Under Board's Standing Order No. 119 (3) acting and sub *pro tem.* deputy collectors will not be confirmed unless they qualify by the compulsory vernacular test prescribed for them in two languages. This would imply that one who has not passed the test may yet be eligible for appointment as deputy collector. But under Rule 8 of the revised rules published as an appendix to Board's Standing Order No. 120 candidates for the post of deputy collector who are already in Government service should pass the second-class vernacular test in two languages before appointment. This change was made in July 1910 and it is said to be due to the delicacy the Government felt in having to revert a man for failure to pass the test. It is not clear why one should be reverted at all. Will it not do if his promotion or confirmation is stopped until he passed the test? To avoid the supposed difficulty, Government have thrown open the examination to all on Rs. 125, and undertake to pay the travelling expenses of the candidates for two chances. Generally, the average number of appointments which will be made in normal years will be 10 per annum. Under the old rules these 10 alone appear for the test. Under the new rules it may be taken that about three appear from each district giving 75 for the Presidency. The examination is held twice a year, and thus the total number of candidates per annum will be 150 against 20 under the old rules. Thus the cost due to travelling allowances alone has increased seven-fold.

The total number of deputy collectors will be about 150, and for filling the few vacancies arising from that number will it be necessary to finance as many as 150 every year for this examination?

Further is it not a waste of Government money to invite one and all, on and above a salary of Rs. 125 to appear for the test at Government expense, when in fact selection of officers for appointment as deputy collector depends not on the passing of the test alone, but on much weightier considerations as character, efficiency and success as tahsildar. One on Rs. 125 cannot show himself as a tahsildar. When candidates are invited to attend the examination no selection is made, the examination being open to one and all. There are now already a good lot of men who have passed the test at Government expense, but whom the Government does not think of for appointment as deputy collectors.

Coming to the test itself, one has to pass it in two vernaculars. Of course one of the two will be the candidate's mother-tongue. If his vernacular for the University examination happens to be Sanskrit or some such thing different from his mother-tongue, he must pass the test in his mother-tongue and also in another vernacular. If his vernacular for the University course was his mother-tongue itself, then it will do if he passes the test in another vernacular, and satisfies the examiners that he can read manuscripts in his mother-tongue as well. Thus it follows that

this test expects as high a standard as the University examinations passed by the candidates for deputy collectors' appointments who are, by the way, mostly graduates, and requires the additional qualification of an ability to read manuscripts. In the first place cannot a graduate whose mother-tongue is, say Tamil, and who had put in some years of service in the Revenue Department, acting as clerk, Revenue Inspector, sub-magistrate and tahsildar in the Tamil country and who has discharged his functions so well as to be thought of by the authorities for deputy collector's appointment, be trusted to perform the functions of deputy collector without his knowledge of Tamil being put to test at Government expense? Should his ability to read a manuscript be tested at Government expense, in spite of all his experience at it in the department, for the mere reason that it was not tested in the University examinations. What presumption on the part of the examiner to sit to examine such a candidate in manuscript reading, and how has he acquired his superior qualification and when was it tested and by whom? Has any candidate ever failed in the test? Has the Government to spend money for this also? Surely there is something wrong somewhere.

Secondly, in October 1916, Government ordered that instead of a high literary test, it must be a test of a high colloquial knowledge. For the former one has only to apply oneself to book learning though for a number of years, but for the latter one has to live in the language area for a like period. No arrangements have been made to afford the requisite facilities by ordering a general transfer of officers of or above Rs. 125 from one language area to another.

The changes in rules requiring candidates to pass the test before appointment and raising the standard of the examination are fraught with many evil consequences. It is so much waste of money to Government and so much hardship and anxiety to the candidates, for their appointment is not thought of without this qualification. After all it is a viva voce examination in which the examiner can have his own standard.

All things considered it will be well for all if the test is immediately abolished, and translation test in one vernacular besides the candidate's mother-tongue held as one of the special tests is prescribed as a requisite, either before or after appointment, leaving him to learn the colloquial language after appointment if it should ever happen. There will be no waste of Government money, and a candidate thinks of learning the language from the beginning of his service.

I should like this noted upon. I am inclined to think it might be possible to let a man in on one language, then decide what his second language is to be and post him during probation to that language area.

A. R. KNAPP—4-1-18.

Demi-official—from the Hon'ble Mr. K. RAMA AYYANGAR, B.A., B.L., Additional Member of the Madras Legislative Council.
To—the Hon'ble Mr. A. R. KNAPP, I.C.S., Secretary to Government, Revenue Department.
Dated—Madura, the 22nd January 1918.
No.—R.C. 37 of 1918.

I herewith send a copy of the letter I proposed to write to you in connexion with the vernacular test to persons to be posted as deputy collectors. I dare say you have already taken it up in the spirit of my letter. Kindly do the needful in the matter.

ENCLOSURE

I invite your attention to the articles published in the *Hindu* of 5th December 1917 and the *Madras Mail* of 10th December 1917 regarding the vernacular test for deputy collectors. I should think there is some force in the arguments and facts mentioned therein for abolishing the rule insisting on the qualification before appointment if not for abolishing the Test altogether.

2. Now we see persons appointed deputy collectors not at the fag end of their service. It may be unreasonable to expect an old man to learn a new vernacular on pain of reversion, but the present day deputy collectors who are young enough may be trusted to exert and pass the test, the necessary stimulus being applied by withholding confirmation or promotion.

3. To throw open the examination to all on Rs. 125 before they are tried sufficiently as sub-magistrates and tahsildars and without considering the probabilities of their appointment as deputy collectors, seems to me to be a far too costly business without adequate corresponding advantages. What is the harm in requiring one to pass the test after appointment and before confirmation? Will it be so difficult to restrict the transfers of deputy collectors to language areas until one is confirmed as to justify the enormous additional expenditure necessitated by inviting one and all for the test without regard to their character and competence compared with which the knowledge of a second vernacular is after all a small matter? Will not the postponement of confirmation be a sufficient stimulus for a deputy collector to pass the test soon enough?

4. The test which requires a very high standard of colloquial knowledge of the second vernacular is felt by many as a very troublesome thing. If after all the trouble is undergone in

acquiring it one has no prospect of becoming a deputy collector on account of other considerations it is heart-rending for the candidate, and an unbusiness-like act of the Government which spends public money over such candidates in the shape of their travelling expenses to and from Madras.

5. I know that one tahsildar of this district went to Kistna for learning Telugu, and one came here in his stead from Kistna for learning Tamil. Two Collectors like Messrs. Paddison and Campbell consider that unless such facilities are afforded it is not possible for officers to acquire proficiency in the colloquial language. In fact it is not easy for one to learn the colloquial language unless one burys oneself for a time in a place where that language and that alone is spoken. It seems hard to subject all Revenue subordinates to such hardships. Those that have been found fit otherwise and appointed deputy collectors may be asked to undergo some trouble if they want to continue as such. In such a case the number of examinees will be small, and the cost to Government comparatively less. I think this is one harmless way of curtailing public expenditure, and the Revenue subordinates also will, I hope, appreciate the change. I request you to give your best consideration to the matter.

6. If as stated in the article in *Madras Mail* of 10th December 1917, a Revenue subordinate is required to read a manuscript written even in his mother-tongue, it is really carrying matters too far.

The present rules relating to the vernacular examinations of deputy collectors stand as follows:—

"Candidates for the post of deputy collector who are already in Government service are required to pass the following tests before appointment:—

* * * * * *

(*e*) (i) *For Europeans and Eurasians.*—An examination in two vernacular languages of the Presidency according to the third-class test prescribed for European and Eurasian Civil officers of Government.

(ii) *For others.*—The second-class vernacular test in two languages.

Note 2.—Persons whose certificates of general education are evidence of a knowledge of a vernacular need pass in only one additional vernacular; but they will not be declared to have passed the test in the second vernacular unless they satisfy the examiner that they can read fluently and with facility manuscripts written in the vernacular in which they are exempted from passing.

The changes proposed in the newspaper articles and in Mr. Rama Ayyangar's letter are summarized and examined below.

2. I. *That the vernacular test for deputy collectors be abolished altogether.*—This proposal does not seem to be one within the range of practical politics and may, it is submitted, be dismissed at once and attention may be confined to the reforms suggested in the details connected with the examination as at present constituted.

3. II. That candidates for the post of deputy collector who are already in service should be allowed to pass the vernacular test *after* appointment, and not *before* appointment for the reasons given in the extract from the *Madras Mail*.

The following is the history of the matter. Under the rules in force prior to October 1910—vide rule XII (ii) (6) at page 9 of G.O. No. 13, Public, dated 6th January 1910, deputy collectors were required to pass *after appointment* the compulsory vernacular test at or before the third (or in the case of officers who had to pass in two languages, the fifth) half-yearly examination after their first appointment, as sub. *pro tem.* deputy collectors. An officer failing to pass the examination within the prescribed time was liable to reversion from his appointment in the grade unless the period was specially extended by Government. Only permanent, acting and sub. *pro tem.* deputy collectors were permitted to appear for the test.

When this rule was in force constant cases for exemption from the vernacular tests came up to Government. In this connexion please see the notes of the Honourable Member recorded as Revenue Secretary in G.O. No. 2622, Revenue, dated 10th August 1910, and G.O. No. 949, Public, dated 13th October 1910.

When the rules regarding the examinations in languages to be passed by deputy collectors were revised in 1910, it was ruled that deputy collectors should be required to pass the compulsory vernacular test *before appointment* and the test was thrown open to officers who had passed the Revenue Higher, Criminal Higher, Account test and Précis-writing test and who held a post whether acting

or substantive, carrying a salary of Rs. 150 per mensem or upwards—vide G.O. No. 949, Public, dated 13th October 1910. This enabled a Deputy Tahsildar or Sub-Magistrate on Rs. 150 to appear for the vernacular test, but not an officer of the same class on Rs. 125. With a view to give officers all possible facility to qualify themselves under the rules before they reach the stage of service at which they become eligible for appointment as deputy collectors, the Government ordered the salary limit of eligibility to appear for the test to be lowered to Rs. 125 [G.O. No. 1020, Home (Miscellaneous), dated 27th August 1917].

The average age at which the majority of deputy collectors were appointed in 1910 when the rule was introduced was 44. The present average is 40.* It cannot therefore be said, as Mr. Rama Ayyangar would make out, that the present day deputy collectors are young enough to exert themselves and pass the tests after appointment as deputy collectors. To withhold confirmation or promotion of officers who do not pass certain tests after the age of 40 would be regarded as hard on the officers concerned as their reversion from the deputy collectors' grade and tiresome questions of exemption, confirmation and promotion of such officers would still arise. The suggestion provides no remedy for the evil which led to the rule requiring candidates to pass the tests before appointment. Administratively it is desirable that a deputy collector should know the language of the division which he is to administer and not that he should learn it after he begins to administer.

* Calculated with reference to the age on the date of appointment of the deputy collectors appointed from 1st March 1917 to 1st March 1918.

4. III. A subordinate officer, who is employed in a district outside the area of his own vernacular (his own mother-tongue), has ample facilities to acquire the colloquial knowledge of a second vernacular, whereas one employed within his own vernacular area is at a disadvantage in this respect. It is proposed that officers of or above Rs. 125 may be transferred from one language area to another to afford them facilities for studying the second language. But the proposed wholesale transfer of officers from one language area to another cannot be feasible in view of the fact that there are in the 26 collectorates a very large number of officers who are on or above Rs. 125. To transfer this large number of officers from one vernacular area to another vernacular area would be impracticable.

The grievance here is however a real one. The impression gained by the examination of the results of the vernacular examinations for a series of years is that in the majority of cases officers do not pass in the second vernacular in the first attempt, but have to appear for the examination repeatedly except in the case of the Tamil men who entered service in Telugu districts and have remained there all through until they became eligible for deputy collector's appointment. (Telugu officers as a rule do not emigrate into Tamil districts.) Not even a few months' residence of a Tamil officer in a Telugu district for the purpose of acquiring a colloquial knowledge of Telugu enables him to pass the Telugu test at the first attempt.

To remedy this, Secretary's suggestion is that it might be possible to appoint to deputy collectors' post officers qualified in one language (generally their own vernacular or mother-tongue), then to decide what their second language is to be and to post them during probation to that language area. An analogous course is adopted since 1914 in the case of Indian Civil Service officers. In paragraph 3 of G.O. No. 1317, Public, dated 11th October 1914, the examination in a second language then prescribed for the higher standard was abolished and it was ruled that the departmental tests which a junior civilian should pass before he becomes entitled, as passed assistant, to enhanced pay should include only a single language. As, however, it is important that an officer should be conversant with more than one of the languages of the Presidency it was also ruled that junior civilians after serving for two or three years in one language area and qualifying in that language by the higher standard should be transferred to another language area and required to pass by the lower standard in the vernacular of that area before becoming eligible for promotion to the substantive rank of Sub-Collector. In the case of Deputy Collectors, too, it was ruled in G.O. No. 3357, dated 19th November 1914, that any deputy collector whose mother-tongue is not Malayalam but who has passed in that language as one of his two obligatory vernaculars would be required, on being posted to a

district in the vernacular of which he has not passed, to pass the third-class test in the vernacular of such district and would be ineligible for grade promotion until he has done so. Secretary's proposal is thus not without precedent; and in view of the real hardship that seems to exist in requiring officers to pass the examination in a second vernacular while they have no facility for acquiring a colloquial knowledge of that vernacular, it is for consideration whether it may be ruled—

(1) that candidates for the post of deputy collector will henceforth be required to pass in only one vernacular *before* appointment, the examination in such vernacular consisting only in reading manuscripts in that vernacular or the full test according as that vernacular is the candidate's vernacular for his University examination or not,

(2) that they will be required to pass the full test in a second language *after* appointment and that for this purpose they will be posted on appointment or as soon thereafter as convenient to a second language area,

(3) that no officer will be confirmed or promoted until he has passed the test in the second vernacular, and

(4) that it will, however, be open to an officer to appear for and pass the examination in the second vernacular before appointment as deputy collector or before transfer to the second language area.

5. The following points arise out of the above proposals :—

(1) It may happen that an officer will get his turn for confirmation before it is possible to transfer him to a second language area so as to enable him to pass in the second language. Will such an officer be refused confirmation? It may perhaps be ruled that he should be refused confirmation as he will be at liberty to pass in the second language before appointment or before transfer and it may not be possible in every case to give a transfer before confirmation.

(2) The proposals will probably involve some considerable postings of deputy collectors to districts with the vernaculars of which they are not acquainted at first. A deputy collector posted to a second language area before he has passed the examination in that language will, to a certain extent, be handicapped in the discharge of his duties for some time by his ignorance of the language. But this difficulty which is faced in the case of Indian Civil Service officers can be more easily faced in the case of Indian officers.

6. If the above proposals are accepted, it may be ruled beforehand that Telugu shall be the second language for officers serving in Tamil districts on the date of appointment to the post of deputy collector, Tamil or Kanarese for those serving in Telugu districts, Tamil or Kanarese for those serving in Malabar and Malayalam or Tamil for those serving in South Kanara.

IV. The translation test in one vernacular other than the candidate's mother-tongue may be prescribed as a qualifying test for the post of deputy collector to be passed before or after appointment, in lieu of the second class test now prescribed to be passed before appointment, leaving the candidate to acquire colloquial knowledge after appointment. The scope of the two tests is compared below :—

Translation test, higher grade.	Second-class vernacular test.
(1) The translation of an official paper from English into the candidate's vernacular language, and (2) The translation of an official paper from the candidate's vernacular language into English.	(i) Conversing with accuracy and fluency in the vernacular; (ii) reading with fluency and translating correctly two or three arzis or other official manuscripts written in a plain running office hand; (iii) taking down in English evidence given in the vernacular and asking question thereon in the vernacular; (iv) dictating an order on a given subject in the vernacular; and (v) translating in writing, with fair accuracy of idiom and grammar, an easy passage of English prose relating to Indian subjects and containing no words that have not familiar vernacular equivalents; the passage shall, as far as possible, bear upon questions connected with the department to which the candidate belongs.

The manuscript reading and test of colloquial knowledge, which are essential, are wanting in the translation test and if the translation test only is prescribed for deputy collectors it is doubtful if any deputy collector will take the trouble to practise manuscript reading and acquire a colloquial knowledge of a second vernacular unless he is tested by an examination therein. It will perhaps be a good plan to require officers to pass the translation test, higher grade, which is purely a literary test in a second language *before* appointment as a preliminary test and to pass the second-class vernacular test which is essentially a colloquial examination after appointment, but before confirmation, on the same conditions as those set out at the end of paragraph 4 supra. But this will be adding to the already long list of examinations to be passed by deputy collectors.

V. It is also proposed on behalf of deputy collector candidates who are mostly graduates who have risen from the subordinate ranks of the service that the manuscript reading test may be abolished. The reason for the proposal is stated thus :—"Cannot a graduate whose mother-tongue is, say, Tamil and who has put in some years of service in the Revenue department, acting as clerk, revenue inspector, sub-magistrate and tahsildar in the Tamil country and who has discharged his functions so well as to be thought of by the authorities for deputy collector's appointment, be trusted to perform the functions of a deputy collector without his knowledge of Tamil being put to test at Government expense? Should his ability to read a manuscript be tested at Government expense, in spite of all his experience at it in the department, for the mere reason that it was not tested in the University Examinations". The same view was expressed in the office-note at pages 16–17 of G.O. No. 1279, Home (Miscellaneous), dated 19th December 1917. It will be seen from the statement at page 17 of that Government Order that out of 155 candidates that appeared for the manuscript reading test during the last ten half-yearly examinations only 14 failed. The test may well be abolished in the case of deputy collectors appointed from the ranks of the subordinate service. But it may be argued on the other hand, that the small number of failures indicates that the manuscript reading test cannot be a heavy burden on these officers and it would be safer to continue the test. The test is not passed without a certain amount of practice at reading difficult and illegible manuscripts.

VI. The correspondent in the *Hindu* of the 5th December states in paragraph 4 of his letter that "it may be affirmed without fear of contradiction that as a rule no deputy collector is posted in the first instance to a district whose vernacular is different from his mother-tongue, nor is it desirable to do so. There is thus no necessity for insisting on this qualification before appointment." This is true only to a limited extent. Telugu officers are scarcely posted to Tamil vacancies on first appointments but it is frequently necessary to post Tamil officers to Telugu vacancies, and West Coast officers are generally posted to Tamil vacancies.

V. PONNAYYA—12-4-18.

On examining the lists of officers qualified and recommended for the post of deputy collector, I have taken the opportunity to try and ascertain how far the annual supply of men is likely to meet present and future requirements. In the case of the 32 officers recommended by the Board it appears that nine were qualified by examination before 1916, four became qualified in 1916, four in 1917 and seven in 1918. Regarding the rest information is not available. The number of men newly appointed in the last three years is as follows :—

		NO.
1915	... ...	22
1916	... ...	12
1917	... ...	31*

* These numbers are of course swelled by the large demand for deputy collectors in place of Civilians who have gone on military duty; but an annual demand of 12 or 15 men may, I think, be anticipated after the war.

and asuming that this year we exhaust the whole 24 recommended for the selected list we shall have a little more than one year's reserve of men available. The year after next therefore we shall be very shorthanded.

2. The only remedy I see at present for this would be to modify the language examination which is probably at present the principal obstacle to promotion to the gazetted rank. But in order fully to understand the position I think it might be

well to refer demi-officially to all Collectors asking them whether they have in their districts tahsildars who, while suitable and otherwise qualified, are ineligible for recommendation because they have not passed in a second language.

3. On the question of the second language my present opinion is that a relaxation of the existing rule might, if necessary, be made in the shape of the division of the language examination into two parts, one literary and the other practical and colloquial. I would make a candidate learn to read and write print (and possibly easy manuscript) in his own district and pass an examination in this part of the subject before he is regarded as qualified. He would not have to come to Madras for this purpose, but would have the papers at his district headquarters so there will be no expense involved. Nor would he necessarily have to employ a munshi, and I would let him appear as many times as he likes. The second or colloquial portion I would only require of him after he had actually served in a district where the language is spoken. When posted to such a district he would not be entirely strange to the language and the grounding which he had received in connexion with his literary examination ought to enable him to pick up the colloquial part without great difficulty. He would then present himself for examination in that part The penalty for failing to pass the colloquial test within a certain time after transfer would have to be, I think, temporary stoppage of promotion. This would work more automatically than a refusal of confirmation which was in principle the penalty formerly enforced, but the enforcement of which gave a good deal of trouble. A man whose promotion was stopped because he has not passed the examination could, on his passing it, be restored to his former place in the list. His loss would be entirely his own fault.

4. If the Honourable Member agrees that the matter should be taken up and the reference proposed made to Collectors, the question will be further examined on receipt of their replies.

A. R. KNAPP—24-5-18.

The notes state that the average age at which an officer becomes a Deputy Collector now is 40. Now it seems to be evident that a man who has reached the age of 40, and especially an Indian (for Indians age earlier than Europeans), has passed the age at which a new language can be easily acquired and it therefore seems to me to be a perfectly sound rule that officers should be required to complete their examinations before they are appointed to be deputy collectors. The complaints in the newspaper letters which are levelled against this rule have no real substance in them and emanate from men, no doubt, who are unable to pass, and who would be a standing nuisance if they had been appointed Deputy Collectors before they had passed.

2. The proposal made in the Secretary's note that Deputy Collectors should be required to pass the literary part of their examination before appointment and the colloquial part afterwards bears analogy to the rule which was introduced a few years ago in the case of assistant collectors, under which an assistant collector is not required to pass in a second language unless he is posted to a district in which that language is spoken and then is required only to pass by a colloquial test. But the analogy fails in this respect that, whereas the assistant collector is almost invariably a man well under 30, a deputy collector is on the average a man aged 40 and may be as much as 45 or even 50, so that I am not sure that the objection to postponing the examination until after appointment will be met adequately by this proposal.

3. The question then arises whether there really is any serious difficulty in the way of a candidate for the post of deputy collector qualifying in a second language before he is appointed. The figures which were given in G.O. No. 589, dated 27th February 1917, are not entirely conclusive. They certainly show that a large number of candidates qualify by passing the vernacular test without being appointed deputy collectors. If the figures are correct, 450 candidates passed in the five years ending 1916 of whom only 89 had been appointed deputy collectors up to the beginning of 1917. This certainly seems to indicate considerable waste of time in the matter of examining, but it also does not support the idea that there is any large number of

candidates who are disqualified from appointment to the post of deputy collector by not having passed the test nor is the total proportion of passes to examin es altogether unsatisfactory although it seems to be falling in the later years of the series. If, however, the detailed figures are examined (at pages 1, 2 and 3 of that Government Order) it will be seen that the percentage of passes in the two chief languages is in many cases extremely low. For instance in January 1916 only 7 passed out of 17 who appeared in Tamil and only 6 out of 17 who appeared in Telugu. The Kanarese and Malayalam candidates seem to get through more easily and there certainly seems reason to think that the Tamil and Telugu tests have been made too severe. I think similar conclusions are suggested by the figures given in G.O. No. 588, dated the 27th of February 1917, which show that all the Malayalam candidates passed and 7 out of 9 Kanarese, the percentage in Tamil and Telugu being very much lower. It is said that the abolition of the prescribed books which was carried out in G.O. No. 2619, dated 20th of November 1916, has had the effect of making the examination much more difficult and altogether I do not feel that the subject has been fully understood, but there is sufficient evidence to show that the rules for the examination as at present framed are causing a certain amount of discontent amongst the officers affected by it.

4. On the whole I do not think that the proposed reference to Collectors will produce much effect, and I should like to discuss the question with the Secretary when a convenient opportunity occurs. One solution would be to abolish the rule requiring deputy collectors to pass in two languages. This would have the advantage, so far as it is an advantage, of limiting deputy collectors to a great extent to one language areas. It would necessitate more adequate recruitment of Telugus for service in the Telugu country and it would prevent the invasion of the Telugu country by Tamil-speaking candidates. Of course from the point of view of the Secretariat and the Government, it is highly convenient to have bi-lingual deputy collectors who can be posted practically to any district in the Presidency, but the result rather is to give the more intelligent and energetic Tamil an advantage over the sluggish and backward Telugu. Here again, however, difficulties arise in the case of Malayali and Kanarese-speaking men. Another solution no doubt would be to insist upon Tahsildars or Huzur Sarishtadars who are otherwise qualified for the post of deputy collector and who are recommended by their Collectors being transferred to districts where they could acquire colloquial knowledge of a second vernacular. This, however, would be found more unpopular, I think, than the existing rules. A third alternative might be to have the examinations conducted at local centres which would probably result in more easy treatment being given to hard-working and deserving officers who would be known to the examining Board and it would prevent any risk of what is now likely to occur, viz., that the Translator to Government who practically holds the examination in Madras ploughing candidates through too strict an adherence to the standard. Yet another plan would be to simplify the examination. I have come to no conclusion on the subject, but I am rather inclined to think that a combination of the last two alternatives might be the best solution, i.e., to simplify the examination in the second vernacular by making it a purely colloquial test combined with the reading of manuscript and to let the examination be held at local centres, but the matter is by no means free from doubt and it had better be discussed orally rather than noted upon in writing at great length. If, however, any further figures would throw light upon it, they may be called for.

A. G. C[ARDEW]—26-5-18.

I am sorry that the pressure of work in the last month has prevented me from taking up this file and discussing it with the Honourable Member.

2. I have been looking up the relative number of deputy collectors required for the two main groups of districts and find that appointments in the Tamil districts number 47 and those in the Telugu districts 48. We ought therefore roughly to have the same number of Tamils and Telugus. Of the 48 officers in the new standing list however only 17 are Telugus against 24 Tamils. The remaining 7 consist of 2 Malayalis, 2 Kanarese, 2 Uriyas and 1 Hindustani-speaking Muhammadan. Adding the Uriyas to the Telugus we get 19 men who belong to the Telugu districts.

There is thus a slight deficiency but as out of the 48 officers in the standing list 43 have passed in Telugu either as their mother-tongue or as second language there is perhaps no urgent need for present action.

3. In connexion with the qualifications required for Secretariat clerks for appointment as deputy tahsildars the view was taken that the obligation to pass in two languages might be abolished—vide G.O. No. 2738, Revenue, dated 4th September 1917. It was there held that owing to the preponderance of Tamil knowing candidates over Telugu the latter would improve their chances of appointment by voluntarily passing in Telugu. Possibly the second language test might be abolished altogether for deputy collectors on the same analogy. There will always be a few posts in Telugu country for which no Telugu men are available. In making the selected list therefore preference would naturally be given, among the Tamils, to those who had voluntarily learnt Telugu and if this position was made clear it might be possible to abolish the compulsory second language test altogether.

A. R. KNAPP—28-6-18.

Will Mr. Young kindly note his views on the questions discussed in this file?

A. G. C[ARDEW]—20-7-18.

I have had these papers under consideration for some time and have discussed the questions involved several times with the Registrar. In order to make sure whether, if it were decided to abolish the second language test altogether, the Government would be able to find enough Telugu passed men for the Telugu districts. I have had the following statement for ten years of deputy collectors who have held, and are holding, deputy collectors' appointments in the Telugu districts prepared.

Statement showing the number of deputy collectors' charges in Telugu districts and the proportion of the Tamil and Telugu deputy collectors who held those charges to the total number of charges on the 1st July of the last ten years:—

—	Number of charges.	Number of Tamil deputy collectors in charge.	Number of Telugu deputy collectors in charge.	Percentage of Tamils to the total number.	Percentage of Telugus to the total number.
1st July 1909	34	13	16	38·2	47·0
,, ,, 1910	34	12	19	35·3	55·9
,, ,, 1911	41	13	20	31·7	48·8
,, ,, 1912	41	14	20	34·1	48·8
,, ,, 1913	41	16	18	39·0	43·9
,, ,, 1914	41	15	19	36·6	46·3
,, ,, 1915	45	18	18	40·0	40·0
,, ,, 1916	47	12	21	25·5	44·7
,, ,, 1917	48	15	22	31·2	45·8
,, ,, 1918	48	12	25	25·0	52·1

This shows that except in 1910 and 1918 the proportion of Telugu men to the total number of deputy collectors is well under 50 per cent Leaving the year 1910 out of consideration, the *average* proportion of Telugu men since 1911 is only 46·3 per cent. In 1918 it is as high as 52 per cent, but this result was only obtained by a specially big effort, and it remains to be seen whether some of the men, who were somewhat easily let in, will turn out successfully. As regards the Tamil districts, there are practically never more than one or two Telugu men serving in those districts. The result is that, until it becomes possible to get a much larger number of Telugu men from the Telugu districts, the Government must continue to appoint a number of Tamil and other language men from the southern and western districts to the Telugu districts.

2. The next question is whether, if the compulsory second language is abolished, it would be possible to get enough men for the Telugu districts to make up the deficiency in the number of Telugu men, by making it *optional* to pass in a second language (such second language being prescribed to be Telugu only) and by giving men who secure such a pass a prior claim to be appointed deputy collector in a Telugu district. I am afraid that this would not work. To begin with, Tamil men dislike serving in a Telugu district, just as Telugu men dislike serving in a Tamil

district. If an officer is capable, he can be practically certain under present circumstances that he will secure a Deputy Collector's appointment, and there will not be sufficient inducement for him to learn and pass in an optional second language, in order to get an appointment a little sooner in a country to which he and his family dislike going and in which it will seem to him probable that he will have to serve the rest of his service. And as a matter of fact that would be the result, not perhaps in every case, but at any rate in a great many cases. On the other hand, such a system might result in a number of comparatively incapable and undesirable men getting appointments as deputy collectors in the Telugu districts on the ground that they have passed in an optional second language (Telugu). The idea of making the second language optional in order to get enough men for the Telugu districts must, I think, be given up.

3. It seems to me essential therefore to continue the system of two compulsory languages. The Government can easily get enough Tamil and Malayalam and Kanarese men for the southern and West Coast districts, and if these districts were alone in question it would be possible to prescribe only one compulsory language, but so long as the Government require a number of men from the southern and West Coast districts for the Telegu country I see no possibility of making only one language test compulsory, without grave danger of the administration of the Telugu districts deteriorating badly.

4. The next question is whether the passing of both languages should be made compulsory before or after appointment. I am quite convinced by the arguments already on record in this file of papers that both languages must continue to be passed before appointment, and I do not think it is necessary to argue the point further.

5. Before passing on the further questions involved, I propose to submit this note at this stage to the Honourable Member for orders. If he agrees with me so far, the question will be reduced to the question of the simplification of the examination rules.

M. YOUNG—10-8-18.

The figures referred to in the Secretary's paragraph 1, if correct, certainly show that the number of Telugu deputy collectors has been far below the number of Telugu divisions. How far this is due to the absence of suitable candidates and how far to the greater push and opportunities of the Tamils cannot be said, but I agree that it would not be safe to count on our being able to recruit a sufficient number of Telugus. If the number of Telugu deputy collectors increases, the question can be reconsidered. The argument that Tamils would not pass in Telugu if the examination were optional, in order to get appointed as deputy collectors earlier is less convincing, but it might be risky to leave the matter to the test of experience at present.

On the whole therefore I accept the Secretary's conclusions so far as they have gone.

A. G. C[ARDEW]—19-8-18.

Endeavours should be made gradually to replace the Tamils in Telugu districts by Telugus. As vacancies occurred, the Tamils should be moved south and Telugus appointed. This policy shoud be kept steadily in view.

M.Y.—21-8-18.

A. G. C[ARDEW]—21-8-18.

It has been decided that a pass in two vernacular languages should continue as a qualification for deputy collectors and that the tests in both the languages should continue to be passed before appointment as deputy collector. The question that remains for consideration and orders is that of simplification of the examination rules. The question has already been discussed at some length on pages 5-6 ante, in paragraph 3 of the Hon'ble Mr. Knapp's note on page 8 ante and in paragraph 4 of Honourable Member's note on page 9 ante. The lines of simplification which commanded themselves to the Honourable Member were

(1) to have the examinations at local centres which would probably result in more easy treatment being given to hardworking and deserving officers who would be

known to the examining board and it would prevent any risk of what is now likely to occur, viz., the Translator to Government who practically holds the examination in Madras ploughing candidates through too strict an adherence to the standard, or

(2) to simplify the examination, or, best of all,

(3) to combine the last two alternatives, i.e., to simplify the examination in the second vernacular by making it a purely colloquial test combined with the reading of manuscript and to let the examination be held at local centres.

2. The special rules relating to the vernacular examinations of officers of the several departments have been looked into and it is observed that vernacular tests of officers of the Salt Department are held at local centres, the examination being conducted by a Deputy Commissioner or Assistant Commissioner, with the assistance of a gazetted officer of any department with a sufficient knowledge of the language of examination (pages 108–23 of Abstract of Public Service Examination rules). It seems possible to adopt a similar method of conducting the linguistic tests for deputy collectors in the second vernacular (pages 108 and 112 of Abstract of Public Service Examination rules). The course, however, is not free from objections and difficulties. Reference is, in this connexion, solicited to the papers in G.O. No. 1317, Public, dated 11th October 1914 and to pages 15 *et seq.* of the notes thereto. There the question of modifying the linguistic tests of junior civilians and holding them at local centres, with a Board consisting of the Collector, the Judge and the Translator, was examined and the merits and demerits of the system of local centres were fully discussed in that connexion. Please see especially portions marked in pencil on pages 4, 5, 9, 10, 13 and 15 of G.O. No. 1317, Public, dated 11th October 1914, and on pages 16, 20, 21, 24, 25, 29, 30 and 34 of the notes to the Government Order. The following were the chief advantages claimed for it :—

(1) An examination, if properly conducted at a district headquarters, is a much more searching and satisfactory test (Mr. C. W. E. Cotton on page 16 of Notes to G.O. No. 1317, Public, dated 11th October 1914). (Sir Murray Hammick doubted this very much.)

(2) The candidates generally will be more likely to do themselves justice nearer home and there will be considerable saving of travelling allowance to Government by the change (Mr. C. W. E. Cotton on page 16 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(3) Much better opportunity for testing the candidate's power of conversation could be provided at local centres, uniformity being secured by the presence of the Translator concerned at the examination at each centre (Honourable Member as Chief Secretary on page 20 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(4) It is fairer for the candidates to be confronted with ryots and shopkeepers whose accent, pronunciation and use of local words and phrases they have become accustomed to. Further a much better and wider selection of persons to converse with can be made at a mufussal cutcherry than at the Senate House and the test will be made more practical (paragraph 4 at page 9 of G.O. No. 1317, Public, 11th October 1914).

The following objections were adduced against the proposal :—

(1) It will not be possible to maintain an even standard, even if the Translator is present at each centre (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(2) The Translator will carry with him his preference for a sanskritised literary language (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(3) The Collector and the Judge of a district are by no means invariably adept in its language (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(4) There may be difficulties in regard to the examination of candidates from other departments (Honourable Member as Chief Secretary on page 20 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(5) Unless a big Board is formed, the result will be a very great deterioration in the knowlege of language (Sir Murray Hammick on page 21 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(6) The practical difficulties attending examinations in Tamil and Telugu in Madras are not great enough to justify incurring the risk of lowering the standard by holding examinations locally (Mr. Curgenven on page 29 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(7) There will be difficulty in regard to a candidate taking up both vernaculars at the same time (Sir Murray Hammick on page 21 of Notes to G.O. No. 1317, Public, dated 11th October 1914).

(8) There will be some difficulty in regard to the written examinations, as they also would have to be held at local centres [paragraph 8 (iii) on page 25 of Notes to G.O. No. 1317, Public, dated 11th October 1914].

It was finally decided that the examination should continue to be held in Madras (cf item 5 in Mr. Horne's tabular statement on page 34 of Notes to G.O. No. 1317, Public, dated 11th October 1914, and paragraph 2 of the Government Order). The objections then raised and the difficulties then apprehended in regard to the holding of examinations at local centres for junior civilians, now apply with equal force in regard to the holding of vernacular examinations for deputy collectors at local centres and it is for orders whether the question will be further considered.

3. The other question for consideration is that of the simplification of the curriculum prescribed for the second-class test for deputy collectors in a second language (pages 101–102 of Abstract of Public Service Examination rules). The scope of the compulsory vernacular test for Indian deputy collectors is set out in G.O. No. 97, Home (Miscellaneous), dated 28th August 1916.

On the question whether the curriculum for the second-class test in a second vernacular, so far as candidates for deputy collectors' posts are concerned, can be simplified and, if so, to what extent, it is submitted that the second-class test is essentially a test to gauge the officer's ability in conversation and reading manuscripts. A deputy collector should have not merely a superficial knowledge of the language of the area he administers but a good working knowledge of it, to be able to converse at first hand with his ryots and examine witnesses and read and understand documents (which may often be of less than average legibility) in the course of his magisterial duties, so that he may not have to depend on any of his subordinates for help in such matters. It seems essential therefore that a deputy collector should have passed in items (1) and (2) of the conditions imposed in G.O. No. 97, Home (Miscellaneous), dated 28th August 1916, while a test in item (3) also is indispensable in the case of an officer who has to exercise magisterial duties. Ability to dictate an order [item (4)] should also be the subject of a fairly searching examination, as a deputy collector will have to "dictate orders" in the vernacular both as a revenue officer and as a magistrate. The only subject, therefore, which it would seem possible to abolish from the curriculum of the second-class vernacular test, is that included in item (5), viz., *written* translation of an English prose passage into the vernacular. This also seems to be the course contemplated by the Honourable Member in the concluding portion of note on page 10 ante. It may be submitted, in this connexion, that the question of abolishing written translation for the lower standard examination of junior civilians was considered in the Notes to G.O. No. 1317, Public, dated 11th October 1914. The objections to the proposal were as follow [paragraph 3 on page 23 of Notes to G.O. No. 1317, Public, dated 11th October 1914] :—

(1) It is only by a written examination that a candidate's ability in a language can be properly tested.

(2) A candidate cannot speak a language grammatically and idiomatically, and have an accurate knowledge of it if he cannot also write it.

(3) Vocabulary, idiom and grammar are as necessary for correct conversation and for correct writing, and an officer's knowledge of these can be better tested by a written than by an oral examination.

Please see also Mr. H. D. C. Reilly's opinion on the subject on page 11 of G.O. No. 1317, Public, dated 11th October 1914, and Sir Murray Hammick's on page 21 of notes thereto. Reference is also solicited to the Hon'ble Mr. Gillman's remarks as President, Board of Examiners, in paragraph 2 of his letter on page 3 of G.O. No. 97, Home (Miscellaneous), dated 28th August 1916, in connexion with a proposal to modify the second-class test so as to make it a *purely* colloquial test embracing items (1) to (4) of the present scope of the test.

He accordingly recommended that item (5), might be added as one of the subjects for the examination and the recommendation was accepted [G.O. No. 97, Home (Miscellaneous), dated 28th August 1916]. Though the views extracted on page 13 ante were expressed in regard to European officers of the Indian Civil Service, they seem to apply with nearly as much force to a Tamilian learning Telugu or vice versa. In the circumstances, it seems necessary to retain the written translation also.

4. The only course open, therefore, to simplify the second-class vernacular test in a second vernacular seems to be to instruct the President, Board of Examiners, to see that the translators do not give very hard papers (manuscripts to read or English passages to translate) and that they are generally less stringent in conducting the examinations. But if the idea of holding the examinations at local centres will be entertained, the tone of the examinations will perhaps be tempered by the presence of the Collector and other local officers, who will act as a check on the translators being too strict (assuming that the Translator's presence will be required at each centre, as was contemplated in the Notes to G.O. No. 1317, Public, dated 11th October 1914).

5. The correspondent in the *Justice* of 20th March 1918 suggests, in addition to the points already dealt with in this file,

(1) the introduction of the compartment system of passing the examinations, and

(2) the re-introduction of text-books [abolished in G.O. No. 97, Home (Miscellaneous), dated 28th August 1916].

The system of text-books was abandoned as the Honourable Member pointed out that they had no bearing on the candidate's official duties [page 1 of Notes to G.O. No. 97, Home (Miscellaneous), dated 28th August 1916]. There seems therefore no object in reverting to the system of text-books, unless books relating to the department (e.g., the Board's Standing Order for Deputy Collectors' tests) were prescribed.

The compartment system seems hardly worth while.

6. It is for orders whether, before taking any further action, the remarks of the President, Board of Examiners (the Hon'ble Mr. M. E. Couchman), may be invited u.o. with reference to the questions raised.

A.S.R.—27-8-18.

V. PONNAYYA—30-8-18.

As regards the simplification of the second-class vernacular test for deputy collectors in a second language, it seems to me that the arguments for cutting out any portion of the test are not strong. It has been suggested that portion (5) of the test [vide G.O. No. 97, Home (Miscellaneous), dated 28th August 1916] might be cut out, but it seems to me that, if a man has a decent knowledge of the language, it should not be difficult for him to satisfy the examiners on this portion of the examination.

One has often heard and seen complaints that the translators at Madras make it unnecessarily difficult for a man to pass the test, and that candidates are given illegible arzis to read. Whether this is so now, I cannot say, but the President of the Board of Examiners might perhaps be asked to give the examiners a hint that they should not make the examination too difficult for men who come up in a second language, and that they should be careful to give them legible arzis to read.

As regards the suggestion that the examination might be held at local centres, it might be difficult at times to find, for example, enough Tamil-speaking officers

in the Telugu districts or enough Telugu-speaking officers in the Tamil districts to hold the examinations, but it would be possible to send, when necessary, the translators to various local centres where they could hold the examinations, in company with other officers selected by the President of the Board of Examiners.

It has frequently been argued that a great objection to these examinations being held at local centres is the probability of the examiners at the various centres setting up different standards of knowledge for a pass in a language. It seems to me that this argument applies, though with less force of course, to the examinations held in Madras. The four translators (Tamil, Telugu, Malayalam and Kanarese) conduct the language examinations in Madras, assisted by one or two members of the Board of Examiners, and I am inclined to think that it is quite possible that the several translators demand a different standard of knowledge in each language. After all, I do not think that it matters very much if a slightly different standard is set up. If the President of the Board of Examiners approves the committee at each local centre, I think that we may be reasonably certain that no candidate will be given a pass in a language unless he has a working knowledge of the colloquial language. I also think that such local committees would attach more importance to the candidates' ability to speak the language, which is the most important part of the test, in my opinion.

A I am inclined therefore to recommend that the examination in languages be held at various local centres by committees approved by the President of the Board of Examiners, who may be empowered to send when absolutely necessary the Translator to any centre where the President cannot find a stong enough committee.

I have tried to think out some scheme by which men, selected by their collectors as fit to become deputy collectors ultimately, might be transferred temporarily (or permanently) to a district in which they might pick up knowledge of a second language, but I am afraid the difficulties and objections to any such scheme are too great.

If the Honourable Member is inclined to agree to my proposal at **A** above, it might be advisable to ask the opinion of the President of the Board of Examiners before orders are issued.

M. YOUNG—12-9-18.

We have already many opinions and one more wouldn't turn the scale. I agree with the Secretary all through. The proposal at **A** may be sanctioned, the curriculum remaining as it is.

A. G. C[ARDEW]—13-9-18.

Draft please.

M.Y.—14-9-18.

A draft order is submitted for approval. In accordance with precedents it may, it is submitted, be sent to the Home (Miscellaneous) Department for acceptance and issue, as it relates to the examination of officers of a branch of the Provincial Civil Service.

2. The local centres at which the examinations should be held have not been determined in the above notes. It is submitted that these may be left to be fixed and notified from time to time by the President of the Board of Examiners, who may also appoint the committees to conduct the examinations. Please compare rule 1 of the rules relating to the Salt tests—paragraph 4 of the letter from the President of the Board of Examiners, dated 23rd October 1912, at page 10 of G.O. No. 1317, Public, dated 11th October 1914.

3. It is presumed that the orders now passed should be applied to the third-class test prescribed for European and Anglo-Indian Deputy Collectors as well as to the second-class test prescribed for Indian deputy collectors—vide rule 8 (*e*) on page 7 of G.O. No. 409, Public, dated 6th March 1916.

V. PONNAYYA—27-9-18.

Home (Miscellaneous) u.o. for acceptance and issue. It is requested that the draft may be circulated to Honourable Member (Revenue) before issue.

M. YOUNG—30-9-18.

HOME (MISCELLANEOUS) DEPARTMENT.

If the proposed order should be given effect to there will then be two sets of vernacular examinations—one for deputy collectors held at local centres to be notified by the President, Board of Examiners and conducted by local committees and another at Madras for other candidates, who are most of them officers of the Provincial Service (Judicial) branch and also European and Eurasian officers of the various departments for whom a language examination has been prescribed. So far no complaint appears to have been received that the examination is severe in the case of these officers. Home (Judicial) Department will be able to state whether in the case of Judicial officers the language examinations are severe.

The concurrence of Local and Municipal (Legislative) would appear to be necessary before the translators to Government may be directed to leave their headquarters periodically for purposes of these examinations.

The President, Board of Examiners, has not been given an opportunity to offer his remarks on the proposals. Please see Honourable Member's (Revenue) note supra. It is for consideration whether in view of the other questions involved in this connexion, the President, Board of Examiners, should be asked to offer his remarks.

A.V.S.—9-10-18.
P.DER.—18-10-18.

So far as Judicial officers are concerned, they may be expected to acquire a better knowledge of literary language as they have to read and interpret documents. So I do not think it is intended to lighten their course by local examinations which will give special attention to the conversational part of the test.

Draft to Judicial and Legislative for acceptance before circulation.

R. RAMACHANDRA RAO—19-10-18.

HOME (JUDICIAL) DEPARTMENT

Submitted that the draft may be accepted and the file passed on to Legislative.

M.S.K.—21-10-18.
P.S.R.—22-10-18.

R.R.—23-10-18.

LOCAL AND MUNICIPAL (LEGISLATIVE) DEPARTMENT.

This department is concerned with the last sentence of the draft order, which involves the presence of the several translators to Government at the local centres whenever required by the President of the Board of Examiners. There seems to be no objection to this proposal and the draft may, it is submitted, be accepted in this department. The file may be returned u.o. to the Home (Miscellaneous) Department.

C.S.—25-10-18.

V. T. KRISHNAMA ACHARI—28-10-18.

I am afraid difficulties will arise but we need not anticipate them.

N. E. MARJORIBANKS—29-10-18.

HOME (MISCELLANEOUS) DEPARTMENT.

For orders as to circulation to Honourable Member and Honourable Member (Revenue).

P.DER.—30-10-18.

C. H. BROWN—31-10-18.

R. RAMACHANDRA RAO—1-11-18.

[In order that the President of the Board of Examiners may appreciate the position, I think it would be a good plan to let him have a notes copy of the order when it issues.]

L. DAVIDSON—6-11-18.

I accept the draft which I have slightly shortened. If the Board of Examiners asks, the rationale of the order may be explained to him or an edited copy of the notes supplied.

A. G. C[ARDEW]—7-11-18.

Submitted for orders as to issue.

R.V.S.—7-11-18.
P.DER.—7-11-18.

C.H.B.—11-11-18.

[G.O. No. 758, Home (Miscellaneous), dated 11th November 1918.]

Sectt. H-10 (b)—1,603—21-1-18.

Home (Misc.)

REVENUE / DEPARTMENT.

Vernacular test for deputy collectors.

Directing that the [redacted] should be held at local centres.

12

READ AGAIN G.O. No. ....., dated ..... 191 .

" " " " ....., " ..... 191 .

READ ALSO:—

C. No. ....., From the ....., No. ....., dated ..... 191 .

" " ....., " " ....., " ....., " ..... 191 .

" " ....., " " ....., " ....., " ..... 191 .

ORDER. No. 758, dated 11.11 1918.

Press

Vide newspaper cuttings in the current file.

The question of the simplification of the rules relating to the examination of candidates for the post of deputy collector in vernacular - - languages has been engaging the attention of the Government for some time. It ~~has been suggested that the rule requiring candidates to pass the vernacular test in two languages before appointment as deputy collector might be dispensed with or that the curriculum for the examination might be altered.~~

After

After careful consideration of the several issues involved, the Government have ~~arrived at the conclusion that neither of the above schemes is desirable. They are inclined to think, however, that, under the present system of conducting the examinations in Madras, too much is left in the hands of the Translators to Government who by their training expect unduly high standard and make it unnecessarily difficult for candidates to pass the test. They accordingly~~ resolved to direct that the vernacular examination of candidates for the post of deputy collector, whether by the second class test prescribed for Indian candidates or by the third class test prescribed for European and Anglo Indian candidates, shall in future be held at local centres approved and notified by the President, Board of Examiners, from time to time. The scope of the examination will not be altered but it will be conducted by local committees appointed by the President and according to such arrangements as the latter may direct. The President may, when absolutely

Secy's and H.M's notes on pp. 29-31 n.f

Para 3 on p. 4 of G.O. 1317 Public d. 11-10-14 and Secy's note on p. 45 n.f

Portion marked A on p. 46 of n.f

× Para 3 of note on pp. 47-48 n.f

Para 2 on p. 47 n.f

Portion marked A on p. 46 of n.f

Para 2 at p. 108 of book put up. (removed)

Secy's note at A p. 46 n.f

necessary, send the appropriate Translator to Government to any centre where the President cannot find a strong-enough committee.

To the President, Board of Examiners (in duplt.)
" Board of Revenue, Land Revenue
" Revenue Department.
" ~~Home (Education)~~ Land M (Registration) Department.
" Home (Genl) Dept.
" Accountant-General

Read hereof in view (1) only 11.11.18

Recd. duplt with Govt. letter

Sectt. II-101—23,004—19-1-17

22.

Revenue **Department.**

Routine notes (which are not to be (*a*) sent out of the office or (*b*) included in the originals or proceedings unless the notes are specially marked for retention or (*c*) printed).

Subject of file.

Vernacular tests of deputy collectors.

To Secretary.

Completed Secondary School Leaving Certificate is the minimum qualification for admission to the superior service, the sanctioned pay of which is Rs.20 or more. Any Government servant possessing the above minimum qualification is entitled to appear for all the various examinations held under the Special Tests notification - (G.O.No.1021 Home dated 6th August 1917).

2. The distinction between the Higher and Lower grades in the Revenue and Criminal tests has been abolished and there will hereafter be only a Revenue test and a Criminal Judicial test.

3. It is very doubtful if it would be possible to man the Telugu divisions only by Telugu officers. In spite of the efforts made in recent years to increase the proportion of Telugus in the deputy collectors' list, 15 out of the 36 deputy collectors at present in divisional charges in Telugu districts are Tamil men. This condition is more or less always obtaining and it is perhaps impossible or difficult to avoid it. If so, examination in two languages would seem to be necessary.

4. Vernacular examinations at local centres are at - at present held in the case of the officers of the Salt, Abkari and Customs department. They are held at the headquarters of Assistant Commissioners or at such stations as are from -

23

Rule(10) app. 112 of the book putup.

time to time fixed by Government and notified by the President, Board of Examiners. They are conducted by a Deputy Commissioner or an Assistant Commissioner with the assistance of a gazetted officer of any department with a sufficient knowledge of the language of examination. In their case no great grammatical knowledge or accuracy of spelling or elegance of expression is required, but the language must be spoken, read and written fluently and intelligibly. The riding tests of deputy collectors which were formerly held only in Madras are now held in districts.

V.P. 13.6.18

The following statement shows the No. of districts by languages and the No. of divisional, ~~&~~ Treasury charges and including Personal assistants' appros in each group:-

	No. of Dists.	No. of Dy. Dists.	T.A.cs.	P.A.'s	Total
Tamil Dists.	11	30	11	6	47
Telugu "	11	32	11	5	48
Canarese "	1	2	1	-	3
Malayalam "	1	3	1	-	4

51

How many men speaking each language are included in the new standing Regn?

V.P. 18.6.18.

No 2516

Sectt. II-102—2,005—14-7-16

(*Continuation of routine notes.*)

16

To Secy.

Of the 48 officers in the Standing Register, —

24	are	Tamils
17	"	Telugus
2	"	Malayalis
2	"	Kanarese
2	"	Uriyas
1	is a	Muhammadan (Hindustani)

The above represent the ~~officers~~ Nos. of officers who speak the several languages as their mother tongue.

[The following are the Nos. of officers who have passed the vernacular test in the several languages. Of the 48 officers, —

34	have passed	in	Tamil
43	"	"	" Telugu
3	"	"	" Malayal
5	"	"	" Kanarese
9	"	"	" Uriya
1	has	"	" Hindust

Names of Telugu Districts.	1st July 1909								1st July 1910							
	No. of divns	No. of divl officers.			T.D.C.			Total	No. of divns	No. of Divl officers			T.D.C.			Total
		Tam	Tel	Others	Tam	Tel	Oth			Tam	Tel	Oth	Tam	Tel	Oth	
Anantapur	2	1	1	-	1	-	-	3	2	2	-	-	1	-	-	3
Bellary	2	1	-	1	-	-	1	3	2	1	-	1	-	-	1	3
Chittoor	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Cuddapah	3	2	1	-	1	-	-	4	3	3	-	-	1	-	-	4
Ganjam	2	0	2	-	-	1	-	3	2	0	2	-	-	1	-	3
Godavari	3	-	2	1	1	-	-	4	3	-	3	-	-	1	-	4
Guntur	2	-	2	-	-	1	-	3	2	-	2	-	-	1	-	3
Kistna	3	1	-	2	1	-	-	4	3	1	1	1	1	-	-	4
Kurnool	3	1	2	-	1	-	-	4	3	1	2	-	-	1	-	4
Nellore	3	1	2	-	-	1	-	4	3	1	2	-	-	1	-	4
Vizagapatam	1	0	1	-	-	1	-	2	1	-	1	-	-	1	-	2
Total	24	8	12	4	5	4	1	34	24	9	13	2	3	6	1	34

Names of Telugu Districts.	1st July 1911								1st July 1912							
	No. of divns	No. of divl officers			T.D.C.			Total	No. of divns	No. of divl officers			T.D.C.			Total
		Tam	Tel	Others	Tam	Tel	Oth			Tam	Tel	Oth	Tam	Tel	Oth	
Anantapur	3	1	2	-	1	-	-	4	3	1	2	-	1	-	-	4
Bellary	3	-	1	2	1	-	-	4	3	1	1	1	1	-	-	4
Chittoor	1	-	-	1	1	-	-	2	1	1	-	-	1	-	-	2
Cuddapah	4	3	1	-	-	1	-	5	3	2	1	-	-	-	1	4
Ganjam	2	-	2	-	-	1	-	3	2	-	2	-	-	1	-	3
Godavari	3	-	2	1	1	-	-	4	3	-	1	2	1	-	-	4
Guntur	2	-	2	-	-	1	-	3	3	-	3	-	1	-	-	4
Kistna	3	-	2	1	1	-	-	4	3	-	1	2	-	1	-	4
Kurnool	4	2	2	-	-	1	-	5	4	2	2	-	-	1		5
Nellore	4	1	2	1	1	-	-	5	4	2	1	1	1	0	-	5
Vizagapatam	1	-	1	-	-	1	-	2	1	-	1	-	0	1	-	2
Total	30	9	16	4	6	4	1	41	30	9	15	6	5	5	1	41

Names of Telugu Districts.	1st July 1913.								1st July 1914.							
	No. of divns	No. of divl officers			T.D.C.			Total	No. of divns	No. of divl officers			T.D.C.			Total
		Tam	Tel	Others	Tam	Tel	Oth			Tam	Tel	Oth	Tam	Tel	Oth	
Anantapur	3	1	2	-	1	-	-	4	3	1	2	-	1	-	-	4
Bellary	3	2	-	1	-	1	-	4	3	2	1	-	-	1	-	4
Chittoor	1	1	-	-	1	-	-	2	1	1	-	-	1	-	-	2
Cuddapah	3	2	1	-	-	-	1	4	3	1	1	1	-	-	-	4
Ganjam	2	1	-	1	-	1	-	3	2	-	1	1	-	1	-	3
Godavari	3	1	1	1	-	1	-	4	3	1	1	1	-	1	-	4
Guntur	3	-	2	1	-	1	-	4	3	-	2	1	-	1	-	4
Kistna	3	1	1	1	-	1	-	4	3	1	2	-	1	-	-	4
Kurnool	4	2	2	-	-	1	-	5	4	2	2	-	-	1	-	5
Nellore	4	3	-	1	-	1	-	5	4	3	-	1	-	1	-	5
Vizagapatam	1	-	1	-	-	1	-	2	1	-	1	-	-	1	-	2
Total	30	14	10	6	-	-	-									

Names of Telugu Districts.	1st July 1915.								1st July 1916.							
	No. of divns	No. of divl officers			T.D.C.			Total	No. of divns	No. of divl officers			T.D.C.			Total
		Tam	Tel	Others	Tam	Tel	Oth			Tam	Tel	Oth	Tam	Tel	Oth	
Anantapur	4	3	2	1	-	1	-	4	4	3	2	1	-	1	-	4
Bellary	4	3	2	1	-	-	1	4	4	3	-	2	1	-	-	4
Chittoor	2	1	-	1	1	-	-	2	2	1	-	1	1	-	-	2
Cuddapah	4	4	2	1	1	1	-	5	4	4	2	1	1	1	-	5
Ganjam	3	3	-	2	1	-	-	4	3	3	0	2	1	-	-	4
Godavari	4	4	2	0	2	-	1	5	4	4	1	-	3	-	1	5
Guntur	4	4	-	3	1	-	1	5	4	4	-	2	2	-	1	5
Kistna	4	3	1	-	2	-	1	4	5	4	1	-	3	-	1	5
Kurnool	5	4	3	1	-	1	-	5	5	4	1	2	1	0	-	5
Nellore	5	4	1	3	-	1	-	5	5	4	1	3	-	-	1	5
Vizagapatam	2	1	-	1	-	-	1	2	2	1	-	1	-	-	1	2
Total	37	27	11	9	5	2	3	41	38	30	6	12	8	1	3	45

	1st July 1917								1st July 18							
	No. of Distt.	No. of Divl. officers.			T.D.C.			Total	No. of Distt.	No. of Divl. officers			T.D.C.			Total
		Tam	Tel	Oth.	Tam	Tel	Oth			Tam	Tel	Oth.	Tam	Tel	Oth	
Anantapur	3	2	-	1	-	1	-	4	3	1	1	1	-	1	-	4
Bellary	3	-	2	1	-	1	-	4	3	-	2	1	1	-	-	4
Chittoor	1	-	-	1	1	.	.	2	1	-	-	1	-	1	-	2
Cuddapah	4	2	1	1	1	-	-	4	4	1	2	1	1	.	-	5
Ganjam	3	-	2	1	-	1	-	4	3	0	2	1	-	-	-	4
Godavari	4	2	-	2	-	1	-	5	4	-	2	2	-	-	-	5
Guntur	4	1	1	2	-	1	-	5	4	1	3	-	-	-	-	5
Kistna	5	3	2	.	-	1	-	6	5	2	3	-	-	-	-	6
Kurnool	4	1	3	.	-	-	1	5	4	1	2	1	-	-	-	5
Nellore.	4	2	2	-	.	-	1	5	4	2	1	-	-	1	-	5
Vizagapatam	2	-	2	-	-	1	-	3	2	1	1	.	.	-	-	3
Total	37	13	15	9	2	7	2	48	37	10	18	9	2	2	2	48

qualified for the post of deputy collector and - - keeping back Tamil men from the selected list - - temporarily. This accounts for the proportion of Tamils having fallen to 25% and that of Telugus - - risen to 52% in July 1918.

E 2. In G.O.No.1862 dated 16-6-1916 it was ordered that the Board's list of persons recommended for the post of deputy collector should contain the names of not less than 20 officers. The Board's original list for 1917 contained only 9 names, of whom 5 were Telugus. A list of all officers in the Presidency qualified under the examination rules was then called for and out of those in that list reports were called for on 15. The supplemental selected list that was made up from these reports resulted in 9 names of whom 5 were Telugus, 1 Tamil, 2 Muhammadans and 1 Uriya. The system of selection

P. has now been altered by G.O.No.145, dated 9-1-1918, under which we have now a standing register of all persons qualified for the post of deputy collector.

V.R.
15.8.18

G.O. No. 758, 11th November 1918

Vernacular tests for Deputy Collectors

Directing that the — should be held at local centres.

Order—No. 758, Home (Miscellaneous), dated 11th November 1918.

The question of the simplification of the rules relating to the examination of candidates for the post of Deputy Collector in vernacular languages has been engaging the attention of the Government for some time. After careful consideration of the several issues involved, the Government have resolved to direct that the vernacular examination of candidates for the post of Deputy Collector, whether by the second class test prescribed for Indian candidates or by the third class test prescribed for European and Anglo-Indian candidates, shall, in future, be held at local centres approved and notified by the President, Board of Examiners, from time to time. The scope of the examination will not be altered but it will be conducted by local committees appointed by the President and according to such arrangements as the latter may direct. The President may, when absolutely necessary, send the appropriate Translator to Government to any centre where the President cannot find a strong enough committee.

(True extract)

M. Young,
Tempy. Addl. Secretary to Government.

To the President, Board of Examiners.
" Board of Revenue (Land Revenue).
" Revenue Department.
" Local and Municipal (Legislative) Department.
" Home (Judicial) Department.
" Accountant-General.

Press, please ~~Correct and~~ Strike Off.
Pdf.
20-11-18.

Please see Query (2) 23/11/18

21

NOTES CONNECTED WITH G.O. No. 758, HOME (MISCELLANEOUS), DATED 11TH NOVEMBER 1918.

[SUBJECT.—*Compulsory Vernacular test for Deputy Collectors.*]

Previous papers :

G.O.	275,	*Public,*	6*th April*	1893	*Endt.*	1424 *D*–131, *Rev.,*	7*th Oct.*	1913
,,	321–22	,,	7*th* ,,	1904	*G.O.*	1317, *Public,*	11*th* ,,	1914
,,	13	,,	6*th Jan.*	1910	,,	3357, *Revenue,*	19*th Nov.* ,,	
,,	474,	*Revenue,*	12*th Feb.*	,,	,,	749 ,,	25*th Mar.*	1915
Letter	435,	*Public,*	30*th May*	,,	,,	2388 ,,	29*th Oct.* ,,	
G.O.	1900,	*Revenue,*	7*th June*	,,	,,	1564, *Public,*	1*st Nov.* ,,	
,,	2622	,,	10*th Aug.*	,,	,,	409 ,,	4*th Mar.*	1916
,,	2742	,,	19*th* ,,	,,	,,	1862, *Revenue,*	16*th Aug.* ,,	
,,	949,	*Public,*	13*th Oct.*	,,	,,	97, *Home (Mis.),*	28*th* ,, ,,	
,,	1178,	,,	15*th Dec.*	,,	,,	2619, *Revenue,*	20*th Nov.* ,,	
,,	211,	*Judicial,*	1*st Feb.*	1911	,,	587–88 ,,	27*th Feb.*	1917
,,	1545,	*Revenue,*	25*th May*	,,	,,	590 ,,	27*th* ,, ,,	
,,	694,	*Public,*	29*th June*	,,	,,	592 ,,	27*th* ,, ,,	
,,	2647,	*Revenue,*	31*st Aug.*	,,	,,	599 ,,	27*th* ,, ,,	
,,	654,	,,	4*th Mar.*	1912	,,	1021, *Home (Edn.),*	6*th Aug.* ,,	
,,	779	,,	16*th* ,,	,,	,,	1020, ,, *(Mis.),*	27*th* ,, ,,	
,,	2546	,,	24*th Aug.*	,,	,,	2738, *Revenue,*	4*th Sep.* ,,	
,,	1089,	*Public,*	28*th* ,,	1913	,,	145 ,,	9*th Jan.*	1918
,,	2917,	*Revenue,*	2*nd Oct.*	,,	,,	1965 ,,	18*th May* ,,	

REVENUE DEPARTMENT.

ENCLOSURES

Extract from the "Hindu", dated 5th December 1917.

Copy
Copy

Up to 1910 or so deputy collectors were required to pass the test after appointment and before confirmation. In 1910 it was ordered that unless one passed the test one would not be eligible at all for appointment as deputy collector. This change appears to have been made to obviate the delicacy of having to revert a Deputy Collector for the mere reason of his not having learnt a second language at an advanced age. The examination was thrown open to all on a salary of Rs. 150 to enable them to learn the language while still young. Recently a month ago it was thrown open to all on Rs. 125 as well. Thus the Government have been gracious enough to afford opportunities for learning the language at an early age.

2. Formerly there used to be some text-books, but they were abolished in October 1916 on the ground that a literary knowledge would not do, and a high standard of colloquial knowledge consisting of an ability to read mauuscripts and converse fluently was prescribed. It is an undeniable fact that colloquial knowledge cannot be acquired unless one lives in the language area and has opportunities of moving with the people talking the language for at least a year or two. For this the Government made no arrangements, the consequence being that Deputy Collector candidates are at a greater disadvantage now than formerly. To illustrate this, one has only to look into, the results of the examinations, held after October 1916, i.e., in the examinations held in January and July 1917. If any candidates passed in Telugu it must be only those Tamilians that have entered service in the Telugu country and spent some years of their life there, or those Telugus whose vernacular for the B.A. examination was Sanskrit. Same was the case with the Tamil examination. In January and July examinations, no one whose mother-tongue was Telugu passed in Tamil and vice versa. If the Government will institute the necessary inquiries the truth will be known. Considering the bad pilght in which the changes in curriculum made in October 1916, placed them, several

Tahsildars seem to have asked for transfers from one language area to another, but the Board declined to grant their requests on the obvious ground that the work of the taluks would seriously suffer. The Collectors who were sympathetic, however, seem to have arranged mutual transfers in some cases feeling as they do the necessity for such an opportunity being given to enable one to acquire colloquial efficiency in a foreign language. As at present it gives an unfair advantage to those that came from one language area to another early in life and entered service. Is it not time for the Government to reconsider their orders regarding this examination?

Early in 1917 no fewer than four non-official members of the Legislative Council interpellated the Government on the subject, questioning the necessity for the test. In these days when ideas of the formation of Provinces on linguistic basis are gaining ground is it too much to ask for the abolition of the test which would induce Government to restrict transfers of deputy collectors to language areas which in its turn must be conducive to the efficiency of the administration.

4. It may be affirmed without fear of contradiction that as a rule no deputy collector is posted in the first instance to a district whose vernacular is different from his mother-tongue, nor is it desirable to do so. There is thus no necessity for insisting on this qualification before appointment.

5. This examination has been a source of unnecessary expenditure of several thousands of rupees to Government in the shape of travelling allowances to examiners and examinees, and of no small amount of anxiety and expense to the examinees, for they cannot think of a Deputy Collectorship before passing the test. If it is considered necessary that deputy collectors should have knowledge of two vernaculars the following scheme may be adopted:—

Translation test in two vernaculars instead of one as at present may be declared to be the qualifying test for Deputy Collectors under the Special Test Notification. This will involve no expense to Government as the candidates appear for the Special Test examinations at their own cost. It will make them think of learning a second vernacular while very young—much younger than a Rs. 125 subordinate in the Revenue Department. What is learnt at that age is also retained longer. Reading manuscripts will not be a matter of great difficulty for one who knows the language. A few day's practice after posting to the language areas will do.

6. At present much emphasis is laid on manuscript reading so much so that graduates whose vernacular for University examinations and mother-tongue, is Telugu, Tamil or Canarese and who have spent several years in the Revenue Department are required to read manuscripts written in their mother-tongue also before the Government Translator. The examinees are paid large amounts of travelling allowance for this performance. Can there be anything more ridiculous than such a test? At a time when curtailment of staff and the like are considered for the sake of economy why not do away with the examination or modify it as suggested above and relieve Government of expenses and Revenue Officers of anxiety and expense.

Extract from the "Madras Mail", dated 10th December 1917.

COMPULSORY VERNACULAR TEST FOR DEPUTY COLLECTORS.

Under Board's Standing Order No. 119 (3) acting and sub *pro tem.* Deputy Collectors will not be confirmed unless they qualify by the compulsory vernacular test prescribed for them in two languages. This would imply that one who has not passed the test may yet be eligible for appointment as deputy collector. But under Rule 8 of the revised rules published as an appendix to Board's Standing Order No. 120 candidates for the post of Deputy Collector who are already in Government service should pass the second-class vernacular test in two languages before appointment. This change was made in July 1910 and it is said to be due to the delicacy the Government felt in having to revert a man for failure to pass the test. It is not clear why one should be reverted at all. Will it not do if his promotion or confirmation is stopped until he passed the test? To avoid the supposed difficulty, Government have thrown open the examination to all on Rs. 125, and undertake to pay the travelling expenses of the candidates for two chances. Generally, the average number of appointments which will be made in normal years will be 10 per annum. Under the old rules these 10 alone appear for the test. Under the new rules it may be taken that about three appear from each district giving 75 for the Presidency. The examination is held twice a year, and thus the total number of candidates per annum will be 150 against 20 under the old rules. Thus the cost due to travelling allowances alone has increased seven-fold.

The total number of Deputy Collectors will be about 150, and for filling the few vacancies arising from that number will it be necessary to finance as many as 150 every year for this examination?

Further is it not a waste of Government money to invite one and all, on and above a salary of Rs. 125 to appear for the test at Government expense, when in fact selection of officers for appointment as Deputy Collector depends not on the passing of the test alone, but on much weightier considerations as character, efficiency and success as tahsildar. One on Rs. 125 cannot show himself as a Tahsildar. When candidates are invited to attend the examination no selection is made, the examination being open to one and all. There are now already a good lot of men who have passed the test at Government expense, but whom the Government does not think of for appointment as Deputy Collectors.

Coming to the test itself, one has to pass it in two vernaculars. Of course one of the two will be the candidate's mother-tongue. If his vernacular for the University examination happens to be Sanskrit or some such thing different from his mother-tongue, he must pass the test in his mother-tongue and also in another vernacular. If his vernacular for the University course was his mother-tongue itself, then it will do if he passes the test in another vernacular, and satisfies the examiners that he can read manuscripts in his mother-tongue as well. Thus it follows that this test expects as high a standard as the University examinations passed by the candidates for Deputy Collectors' appointments who are, by the way, mostly graduates, and requires the additional qualification of an ability to read manuscripts. In the first place cannot a graduate whose mother-tongue is, say Tamil, and who had put in some years of service in the Revenue Department, acting as clerk, Revenue Inspector, Sub-Magistrate and Tahsildar in the Tamil country and who has discharged his functions so well as to be thought of by the authorities for Deputy Collector's appointment, be trusted to perform the functions of Deputy Collector without his knowledge of Tamil being put to test at Government expense? Should his ability to read a manuscript be tested at Government expense, in spite of all his experience at it in the department, for the mere reason that it was not tested in the University examinations. What presumption on the part of the examiner to sit to examine such a candidate in manuscript reading, and how has he acquired his superior qualification and when was it tested and by whom? Has any candidate ever failed in the test? Has the Government to spend money for this also? Surely there is something wrong somewhere.

Secondly, in October 1916, Government ordered that instead of a high literary test, it must be a test of a high colloquial knowledge. For the former one has only to apply oneself to book learning though for a number of years, but for the latter one has to live in the language area for a like period. No arrangements have been made to afford the requisite facilities by ordering a general transfer of officers of or above Rs. 125 from one language area to another.

The changes in rules requiring candidates to pass the test before appointment and raising the standard of the examination are fraught with many evil consequences. It is so much waste of money to Government and so much hardship and anxiety to the candidates, for their appointment is not thought of without this qualification. After all it is a viva voce examination in which the examiner can have his own standard.

All things considered it will be well for all if the test is immediately abolished, and translation test in one vernacular besides the candidate's mother-tongue held as one of the special tests is prescribed as a requisite, either before or after appointment, leaving him to learn the colloquial language after appointment if it should ever happen. There will be no waste of Government money, and a candidate thinks of learning the language from the beginning of his service.

I should like this noted upon. I am inclined to think it might be possible to let a man in on one language, then decide what his second language is to be and post him during probation to that language area.

A. R. KNAPP—4-1-18.

Demi-official—from the Hon'ble Mr. K. RAMA AYYANGAR, B.A., B.L., Additional Member of the Madras Legislative Council.

To—A. R. KNAPP, Esq., I.C.S., Secretary to Government, Revenue Department.

Dated—Madura, the 22nd January 1918.

No.—R.C. 37.

I herewith send a copy of the letter I proposed to write to you in connexion with the Vernacular Test to persons to be posted as Deputy Collectors. I dare say you have already taken it up in the spirit of my letter. Kindly do the needful in the matter.

ENCLOSURE

I invite your attention to the articles published in the *Hindu* of 5th December 1917 and the *Madras Mail* of 10th December 1917 regarding the Vernacular Test for Deputy Collectors. I should think there is some force in the arguments and facts mentioned therein for abolishing the rule insisting on the qualification before appointment if not for abolishing the Test altogether.

2. Now we see persons appointed Deputy Collectors not at the fag end of their service. It may be unreasonable to expect an old man to learn a new Vernacular on pain of reversion, but the present day Deputy Collectors who are young enough may be trusted to exert and pass the Test, the necessary stimulus being applied by withholding confirmation or promotion.

3. To throw open the examination to all on Rs. 125 before they are tried sufficiently as Sub-Magistrates and Tahsildars and without considering the probabilities of their appointment as Deputy Collectors, seems to me to be a far too costly business without adequate corresponding advantages. What is the harm in requiring one to pass the Test after appointment and before confirmation? Will it be so difficult to restrict the transfers of Deputy Collectors to Language areas until one is confirmed as to justify the enormous additional expenditure necessitated by inviting one and all for the test without regard to their character and competence compared with which the knowledge of a second vernacular is after all a small matter? Will not the postponement of confirmation be a sufficient stimulus for a Deputy Collector to pass the test soon enough?

4. The test which requires a very high standard of colloquial knowledge of the second vernacular is felt by many as a very troublesome thing. If after all the trouble is undergone in acquiring it one has no prospect of becoming a Deputy Collector on account of other considerations it is heart-rending for the candidate, and an unbusiness-like act of the Government which spends public money over such candidates in the shape of their travelling expenses to and fro Madras.

5. I know that one tahsildar of this district went to Kistna for learning Telugu, and one came here in his stead from Kistna for learning Tamil. Two Collectors like Messrs. Paddison and Campbell consider that unless such facilities are afforded it is not possible for officers to acquire proficiency in the colloquial language. In fact it is not easy for one to learn the colloquial language unless one burys oneself for a time in a place where that language and that alone is spoken. It seems hard to subject all Revenue subordinates to such hardships. Those that have been found fit otherwise and appointed Deputy Collectors may be asked to undergo some trouble if they want to continue as such. In such a case the number of examinees will be small, and the cost to Government comparatively less. I think this is one harmless way of curtailing public expenditure, and the Revenue Subordinates also will, I hope, appreciate the change. I request you to give your best consideration to the matter.

6. If as stated in the article in *Madras Mail* of 10th December 1917, a Revenue Subordinate is required to read a manuscript written even in his mother-tongue, it is really carrying matters too far.

The present rules relating to the vernacular examinations of deputy collectors stand as follows:—

"Candidates for the post of deputy collector who are already in Government service are required to pass the following tests before appointment:—

* * * * * *

(*e*) (i) *For Europeans and Eurasians.*—An examination in two vernacular languages of the Presidency according to the third-class test prescribed for European and Eurasian Civil officers of Government.

(ii) *For others.*—The second-class vernacular test in two languages.

Note 2.—Persons whose certificates of general education are evidence of a knowledge of a vernacular need pass in only one additional vernacular; but they will not be declared to have passed the test in the second vernacular unless they satisfy the examiner that they can read fluently and with facility manuscripts written in the vernacular in which they are exempted from passing.

The changes proposed in the newspaper articles and in Mr. Rama Ayyangar's letter are summarized and examined below.

2. I. *That the vernacular test for deputy collectors be abolished altogether.*—This proposal does not seem to be one within the range of practical politics and may, it is submitted, be dismissed at once and attention may be confined to the reforms suggested in the details connected with the examination as at present constituted.

NOTES TO G.O. No. 758, HOME (MISCELLANEOUS), 11TH NOVEMBER 1918

3. II. That candidates for the post of deputy collector who are already in service should be allowed to pass the vernacular test *after* appointment, and not *before* appointment for the reasons given in the extract from the *Madras Mail.*

The following is the history of the matter. Under the rules in force prior to October 1910—vide rule XII (ii) (6) at page 9 of G.O. No. 13 Public, dated 6th January 1910, deputy collectors were required to pass *after appointment* the compulsory vernacular test at or before the third (or in the case of officers who had to pass in two languages, the fifth) half-yearly examination after their first appointment, as sub. *pro tem.* deputy collectors. An officer failing to pass the examination within the prescribed time was liable to reversion from his appointment in the grade unless the period was specially extended by Government. Only permanent, acting and sub. *pro tem.* deputy collectors were permitted to appear for the test.

When this rule was in force constant cases for exemption from the vernacular tests came up to Government; in this connexion please see the notes of the Honourable Member recorded as Revenue Secretary in G.O. No. 2622, Revenue, dated 10th August 1910, and G.O. No. 949, Public dated 13th October 1910.

When the rules regarding the examinations in languages to be passed by deputy collectors were revised in 1910, it was ruled that deputy collectors should be required to pass the compulsory vernacular test *before appointment* and the test was thrown open to officers who had passed the Revenue Higher, Criminal Higher, Account test and Précis-writing test and who held a post whether acting or substantive, carrying a salary of Rs. 150 per mensem or upwards—vide G.O. No. 949, Public, dated 13th October 1910. This enabled a Deputy Tahsildar or Sub-Magistrate on Rs. 150 to appear for the vernacular test, but not an officer of the same class on Rs. 125. With a view to give officers all possible facility to qualify themselves under the rules before they reach the stage of service at which they become eligible for appointment as deputy collectors, the Government ordered the salary limit of eligibility to appear for the test to be lowered to Rs. 125 [G.O. No. 1020, Home (Miscellaneous), dated 27th August 1917].

The average age at which the majority of deputy collectors were appointed in 1910 when the rule was introduced was 44—~~vide last paragraph at page 2 of notes to G.O. No. 949, Public, dated 13th October 1910~~. The present average is 40.* It cannot therefore be said, as Mr. Rama Ayyangar would make out, that the present day deputy collectors are young enough to exert themselves and pass the tests after appointment as deputy collectors. To withhold confirmation or promotion of officers who do not pass certain tests after the age of 40 would be regarded as hard on the officers concerned as their reversion from the deputy collectors' grade and tiresome questions of exemption, confirmation and promotion of such officers would still arise. The suggestion provides no remedy for the evil which led to the rule requiring candidates to pass the tests before appointment. Administratively it is desirable that a deputy collector should know the language of the division which he is to administer and not that he should learn it after he begins to administer.

* Calculated with reference to the age on the date of appointment of the deputy collectors appointed from 1st March 1917 1st March 1918.

~~V.P.—26-9-18.~~

4. III. A subordinate officer, who is employed in a district outside the area of his own vernacular (his own mother-tongue), has ample facilities to acquire the colloquial knowledge of a second vernacular, whereas one employed within his own vernacular area is at a disadvantage in this respect. It is proposed ~~in paragraph 5 of the newspaper cutting at page 2, current file, and in paragraph 5 of the letter at page 5, current file,~~ that officers of or above Rs. 125 may be transferred from one language area to another to afford them facilities for studying the second language.

But the proposed wholesale transfer of officers from one language area to another cannot be feasible in view of the fact that there are in the 26 collectorates a very large number of officers who are on or above Rs. 125. To transfer this large number of officers from one vernacular area to another vernacular area would be impracticable.

The grievance here is however a real one. The impression gained by the examination of the results of the vernacular examinations for a series of years is that in the majority of cases officers do not pass in the second vernacular in the first attempt, but have to appear for the examination repeatedly except in the case of the Tamil men who entered service in Telugu districts and have remained there all through until they became eligible for deputy collector's appointment. (Telugu officers as a rule do not emigrate into Tamil districts.) Not even a few months' residence of a Tamil officer in a Telugu district for the purpose of acquiring a colloquial knowledge of Telugu enables him to pass the Telugu test at the first attempt.

To remedy this, Secretary's suggestion is that it might be possible to appoint to deputy collectors' post officers qualified in one language (generally their own vernacular or mother-tongue), then to decide what their second language is to be and to post them during probation to that language area. An analogous course is adopted since 1914 in the case of Indian Civil Service officers. In paragraph 3 of G.O. No. 1317, Public, dated 11th October 1914, the examination in a second language then prescribed for the higher standard was abolished and it was ruled that the departmental tests which a junior civilian should pass before he becomes entitled, as passed assistant, to enhanced pay should include only a single language. As, however, it is important that an officer should be conversant with more than one of the languages of the Presidency it was also ruled that junior civilians after serving for two or three years in one language area and qualifying in that language by the higher standard should be transferred to another language area and required to pass by the lower standard in the vernacular of that area before becoming eligible for promotion to the substantive rank of Sub-Collector. In the case of Deputy Collectors, too, it was ruled in G.O. No. 3357, dated 19th November 1914, that any deputy collector whose mother-tongue is not Malayalam but who has passed in that language as one of his two obligatory vernaculars would be required, on being posted to a district in the vernacular of which he has not passed, to pass the third-class test in the vernacular of such district and would be ineligible for grade promotion until he has done so. Secretary's proposal is thus not without precedent; and in view of the real hardship that seems to exist in requiring officers to pass the examination in a second vernacular while they have no facility for acquiring a colloquial knowledge of that vernacular, it is for consideration whether it may be ruled—

(1) that candidates for the post of deputy collector will henceforth be required to pass in only one vernacular *before* appointment, the examination in such vernacular consisting only in reading manuscripts in that vernacular or the full test according as that vernacular is the candidate's vernacular for his University examination or not,

(2) that they will be required to pass the full test in a second language *after* appointment and that for this purpose they will be posted on appointment or as soon thereafter as convenient to a second language area,

(3) that no officer will be confirmed or promoted until he has passed the test in the second vernacular, and

(4) that it will, however, be open to an officer to appear for and pass the examination in the second vernacular before appointment as deputy collector or before transfer to the second language area.

5. The following points arise out of the above proposals:—

(1) It may happen that an officer will get his turn for confirmation before it is possible to transfer him to a second language area ~~and thus enabled~~ to pass in the second language. Will such an officer be refused confirmation? It may perhaps be

ruled that he should be refused confirmation as he will be at liberty to pass in the second language before appointment or before transfer and it may not be possible in every case to give a transfer before confirmation.

(2) The proposals will probably involve some considerable postings of deputy collectors to districts with the vernaculars of which they are not acquainted at first. A deputy collector posted to a second language area before he has passed the examination in that language will, to a certain extent, be handicapped in the discharge of his duties for some time by his ignorance of the language. But this difficulty which is faced in the case of Indian Civil Service officers can be more easily faced in the case of Indian officers.

6. If the above proposals are accepted, it may be ruled beforehand that Telugu shall be the second language for officers serving in Tamil districts on the date of appointment to the post of deputy collector, Tamil or Kanarese for those serving in Telugu districts, Tamil or Kanarese for those serving in Malabar and Malayalam or Tamil for those serving in South Kanara.

IV. The translation test in one vernacular other than the candidate's mother-tongue may be prescribed as a qualifying test for the post of deputy collector to be passed before or after appointment, in lieu of the second class test now prescribed to be passed before appointment, leaving the candidate to acquire colloquial knowledge after appointment. The scope of the two tests is compared below :—

Translation test, higher grade.	Second-class vernacular test.
(1) The translation of an official paper from English into the candidate's vernacular language, and (2) The translation of an official paper from the candidate's vernacular language into English.	(i) Conversing with accuracy and fluency in the vernacular; (ii) reading with fluency and translating correctly two or three arzis or other official manuscripts written in a plain running office hand; (iii) taking down in English evidence given in the vernacular and asking question thereon in the vernacular; (iv) dictating an order on a given subject in the vernacular; and (v) translating in writing, with fair accuracy of idiom and grammar, an easy passage of English prose relating to Indian subjects and containing no words that have not familiar vernacular equivalents; the passage shall, as far as possible, bear upon questions connected with the department to which the candidate belongs.

The manuscript reading and test of colloquial knowledge, which are essential, are wanting in the translation test and if the translation test only is prescribed for deputy collectors it is doubtful if any deputy collector will take the trouble to practise manuscript reading and acquire a colloquial knowledge of a second vernacular unless he is tested by an examination therein. It will perhaps be a good plan to require officers to pass the translation test, higher grade, which is purely a literary test in a second language before appointment as a preliminary test and to pass the second-class vernacular test which is essentially a colloquial examination after appointment, but before confirmation, on the same conditions as those set out at the end of paragraph 4 supra. But this will be adding to the already long list of examinations to be passed by deputy collectors.

V. It is also proposed on behalf of deputy collector candidates who are mostly graduates who have risen from the subordinate ranks of the service that the manuscript reading test may be abolished. The reason for the proposal is stated thus :—"Cannnot a graduate whose mother-tongue is, say, Tamil and who had put in some years of service in the Revenue department, acting as clerk, revenue inspector, sub-magistrate and tahsildar in the Tamil country and who has discharged

his functions so well as to be thought of by the authorities for deputy collector's appointment, be trusted to perform the functions of a deputy collector without his knowledge of Tamil being put to test at Government expense? Should his ability to read a manuscript be tested at Government expense, in spite of all his experience at it in the department, for the mere reason that it was not tested in the University Examinations". The same view was expressed in the office-note at pages 16-17 of G.O. No. 1279, Home (Miscellaneous), dated 19th December 1917. It will be seen from the statement at page 17 of that Government Order that out of 155 candidates that appeared for the manuscript reading test during the last ten half-yearly examinations only 14 failed. The test may well be abolished in the case of deputy collectors appointed from the ranks of the subordinate service. But it may be argued on the other hand, that the small number of failures indicates that the manuscript reading test cannot be a heavy burden on these officers and it would be safer to continue the test. The test is not passed without a certain amount of practice at reading difficult and illegible manuscripts.

VI. The correspondent in the *Hindu* of the 5th December states in paragraph 4 of his letter that "it may be affirmed without fear of contradiction that as a rule no deputy collector is posted in the first instance to a district whose vernacular is different from his mother-tongue, nor is it desirable to do so. There is thus no necessity for insisting on this qualification before appointment." This is true only to a limited extent. Telugu officers are scarcely posted to Tamil vacancies on first appointments but it is frequently necessary to post Tamil officers to Telugu vacancies, and West Coast officers are generally posted to Tamil vacancies.

V. PONNAYYA—12-4-18.

On examining the lists of officers qualified and recommended for the post of deputy collector, I have taken the opportunity to try and ascertain how far the annual supply of men is likely to meet present and future requirements. In the case of the 32 officers recommended by the Board it appears that nine were qualified by examination before 1916, four became qualified in 1916, four in 1917 and seven in 1918. Regarding the rest information is not available. The number of men newly appointed in the last three years is as follows:—

		NO.
1915	... ...	22
1916	... ...	12
1917	... ...	31*

* These numbers are of course swelled by the large demand for deputy collectors in place of Civilians who have gone on military duty; but an annual demand of 12 or 15 men may, I think, be anticipated after the war.

A.R.K.—24-5-18.

and asuming that this year we exhaust the whole 24 recommended for the selected list we shall have a little more than one year's reserve of men available. The year after next therefore we shall be very shorthanded.

2. The only remedy I see at present for this would be to modify the language examination which is probably at present the principal obstacle to promotion to the gazetted rank. But in order fully to understand the position I think it might be well to refer demi-officially to all Collectors asking them whether they have in their districts tahsildars who, while suitable and otherwise qualified, are ineligible for recommendation because they have not passed in a second language.

3. On the question of the second language my present opinion is that a relaxation of the existing rule might, if necessary, be made in the shape of the division of the language examination into two parts, one literary and the other practical and colloquial. I would make a candidate learn to read and write print (and possibly easy manuscript) in his own district and pass an examination in this part of the subject before he is regarded as qualified. He would not have to come to Madras for this purpose, but would have the papers at his district headquarters. So there will be no expense involved. Nor would he necessarily have to employ a munshi, and I would let him appear as many times as he likes. The second or colloquial portion I would only require of him after he had actually served in a district

where the language is spoken. When posted to such a district he would not be entirely strange to the language and the grounding which he had received in connexion with his literary examination ought to enable him to pick up the colloquial part without great difficulty. He would then present himself for examination in that part. The penalty for failing to pass the colloquial test within a certain time after transfer would have to be, I think, temporary stoppage of promotion. This would work more automatically than a refusal of confirmation which was in principle the penalty formerly enforced, but the enforcement of which gave a good deal of trouble. A man whose promotion was stopped because he has not passed the examination could, on his passing it, be restored to his former place in the list. His loss would be entirely his own fault.

4. If the Honourable Member agrees that the matter should be taken up and the reference proposed made to Collectors, the question will be further examined on receipt of their replies.

A. R. KNAPP—24-5-18.

The notes state that the average age at which an officer becomes a Deputy Collector now is 40. Now it seems to be evident that a man who has reached the age of 40, and especially an Indian (for Indians age earlier than Europeans), has passed the age at which a new language can be easily acquired and it therefore seems to me to be a perfectly sound rule that officers should be required to complete their examinations before they are appointed to be deputy collectors. The complaints in the newspaper letters which are levelled against this rule have no real substance in them and emanate from men, no doubt, who are unable to pass, and who would be a standing nuisance if they had been appointed Deputy Collectors before they had passed.

2. The proposal made in the Secretary's note that Deputy Collectors should be required to pass the literary part of their examination before appointment and the colloquial part afterwards bears analogy to the rule which was introduced a few years ago in the case of assistant collectors, under which an assistant collector is not required to pass in a second language unless he is posted to a district in which that language is spoken and then is required only to pass by a colloquial test. But the analogy fails in this respect that, whereas the assistant collector is almost invariably a man well under 30, a deputy collector is on the average a man aged 40 and may be as much as 45 or even 50, so that I am not sure that the objection to postponing the examination until after appointment will be met adequately by this proposal.

3. The question then arises whether there really is any serious difficulty in the way of a candidate for the post of deputy collector qualifying in a second language before he is appointed. The figures which were given in G.O. No. 589, dated 27th February 1917, are not entirely conclusive. They certainly show that a large number of candidates qualify by passing the vernacular test without being appointed deputy collectors. If the figures are correct, 450 candidates passed in the five years ending 1916 of whom only 89 had been appointed deputy collectors up to the beginning of 1917. This certainly seems to indicate considerable waste of time in the matter of examining, but it also does not support the idea that there is any large number of candidates who are disqualified from appointment to the post of deputy collector by not having passed the test nor is the total proportion of passes to examinees altogether unsatisfactory although it seems to be falling in the later years of the series. If, however, the detailed figures are examined (at pages 1, 2 and 3 of that Government Order) it will be seen that the percentage of passes in the two chief languages is in many cases extremely low. For instance in January 1916 only 7 passed out of 17 who appeared in Tamil and only 6 out of 17 who appeared in Telugu. The Kanarese and Malayalam candidates seem to get through more easily and there certainly seems reason to think that the Tamil and Telugu tests have been made too severe. I think similar

conclusions are suggested by the figures given in G.O. No. 588, dated the 27th of February 1917, which show that all the Malayalam candidates passed and 7 out of 9 Kanarese, the percentage in Tamil and Telugu being very much lower. It is said that the abolition of the prescribed books which was carried out in G.O. No. 2619, dated 20th of November 1916, has had the effect of making the examination much more difficult and altogether I do not feel that the subject has been fully understood, but there is sufficient evidence to show that the rules for the examination as at present framed are causing a certain amount of discontent amongst the officers affected by it.

4. On the whole I do not think that the proposed reference to Collectors will produce much effect, and I should like to discuss the question with the Secretary when a convenient opportunity occurs. One solution would be to abolish the rule requiring deputy collectors to pass in two languages. This would have the advantage, so far as it is an advantage, of limiting deputy collectors to a great extent to one language areas. It would necessitate more adequate recruitment of Telugus for service in the Telugu country and it would prevent the invasion of the Telugu country by Tamil-speaking candidates. Of course from the point of view of the Secretariat and the Government, it is highly convenient to have bi-lingual deputy collectors who can be posted practically to any district in the Presidency, but the result rather is to give the more intelligent and energetic Tamil an advantage over the sluggish and backward Telugu. Here again, however, difficulties arise in the case of Malayali and Kanarese-speaking men. Another solution no doubt would be to insist upon Tahsildars or Huzur Sarishtadars who are otherwise qualified for the post of deputy collector and who are recommended by their Collectors being transferred to districts where they could acquire colloquial knowledge of a second vernacular. This, however, would be found more unpopular, I think, than the existing rules. A third alternative might be to have the examinations conducted at local centres which would probably result in more easy treatment being given to hard-working and deserving officers who would be known to the examining Board and it would prevent any risk of what is now likely to occur, viz., that the Translator to Government who practically holds the examination in Madras ploughing candidates through too strict an adherence to the standard. Yet another plan would be to simplify the examination. I have come to no conclusion on the subject, but I am rather inclined to think that a combination of the last two alternatives might be the best solution, i.e., to simplify the examination in the second vernacular by making it a purely colloquial test combined with the reading of manuscript and to let the examination be held at local centres, but the matter is by no means free from doubt and it had better be discussed orally rather than noted upon in writing at great length. If, however, any further figures would throw light upon it, they may be called for.

A. G. C[ARDEW]—26-5-18.

I am sorry that the pressure of work in the last month has prevented me from taking up this file and discussing it with the Honourable Member.

2. I have been looking up the relative number of deputy collectors required for the two main groups of districts and find that appointments in the Tamil districts number 47 and those in the Telugu districts 48. We ought therefore roughly to have the same number of Tamils and Telugus. Of the 48 officers in the new standing list however only 17 are Telugus against 24 Tamils. The remaining 7 consist of 2 Malayalis, 2 Kanarese, 2 Uriyas and 1 Hindustani-speaking Muhammadan. Adding the Uriyas to the Telugus we get 19 men who belong to the Telugu districts. There is thus a slight deficiency but as out of the 48 officers in the standing list 43 have passed in Telugu either as their mother-tongue or as second language there is perhaps no urgent need for present action.

3. In connexion with the qualifications required for Secretariat clerks for appointment as deputy tahsildars the view was taken that the obligation to pass in

two languages might be abolished—vide G.O. No. 2738, Revenue, dated 4th September 1917. It was there held that owing to the preponderance of Tamil knowing candidates over Telugu the latter would improve their chances of appointment by voluntarily passing in Telugu. Possibly the second language test might be abolished altogether for deputy collectors on the same analogy. There will always be a few posts in Telugu country for which no Telugu men are available. In making the selected list therefore preference would naturally be given, among the Tamils, to those who had voluntarily learnt Telugu and if this position was made clear it might be possible to abolish the compulsory second language test altogether.

A. R. KNAPP—28-6-18.

Will Mr. Young kindly note his views on the questions discussed in this file?

A. G. C[ARDEW]—20-7-18.

I have had these papers under consideration for some time and have discussed the questions involved several times with the Registrar. In order to make sure whether, if it were decided to abolish the second language test altogether, the Government would be able to find enough Telugu passed men for the Telugu districts. I have had the following statement for ten years of deputy collectors who have held, and are holding, deputy collectors' appointments in the Telugu districts prepared.

Statement showing the number of deputy collectors' charges in Telugu districts and the proportion of the Tamil and Telugu deputy collectors who held those charges to the total number of charges on the 1st July of the last ten years :—

—	Number of charges.	Number of Tamil deputy collectors in charge.	Number of Telugu deputy collectors in charge.	Percentage of Tamils to the total number.	Percentage of Telugus to the total number.
1st July 1909	34	13	15	38·2	47·0
,, ,, 1910	34	12	19	35·3	55·9
,, ,, 1911	41	13	20	31·7	48·8
,, ,, 1912	41	14	20	34·1	48·8
,, ,, 1913	41	16	18	39·0	43·9
,, ,, 1914	41	15	19	36·6	46·3
,, ,, 1915	45	18	18	40·0	40·0
,, ,, 1916	47	12	21	25·5	44·7
,, ,, 1917	48	15	22	31·2	45·8
,, ,, 1918	48	12	25	25·0	52·1

This shows that except in 1910 and 1918 the proportion of Telugu men to the total number of deputy collectors is well under 50 per cent. Leaving the year 1910 out of consideration, the *average* proportion of Telugu men since 1911 is only 46·3 per cent. In 1918 it is as high as 52 per cent, but this result was only obtained by a specially big effort, and it remains to be seen whether some of the men, who were somewhat easily let in, will turn out successfully. As regards the Tamil districts, there are practically never more than one or two Telugu men serving in those districts. The result is that, until it becomes possible to get a much larger number of Telugu men from the Telugu districts, the Government must continue to appoint a number of Tamil and other language men from the southern and western districts to the Telugu districts.

2. The next question is whether, if the compulsory second language is abolished it would be possible to get enough men for the Telugu districts to make up the deficiency in the number of Telugu men, by making it *optional* to pass in a second language (such second language being prescribed to be Telugu only) and by giving men who secure such a pass a prior claim to be appointed deputy collector in a Telugu district. I am afraid that this would not work. To begin with, Tamil men dislike serving in a Telugu district, just as Telugu men dislike serving in a Tamil district. If an officer is capable, he can be practically certain under present circumstances that he will secure a Deputy Collector's appointment, and there will not be

sufficient inducement for him to learn and pass in an optional second language, in order to get an appointment a little sooner in a country to which he and his family dislike going and in which it will seem to him probable that he will have to serve the rest of his service. And as a matter of fact that would be the result, not perhaps in every case, but at any rate in a great many cases. On the other hand, such a system might result in a number of comparatively incapable and undesirable men getting appointments as deputy collectors in the Telugu districts on the ground that they have passed in an optional second language (Telugu). The idea of making the second language optional in order to get enough men for the Telugu districts must, I think, be given up.

3. It seems to me essential therefore to continue the system of two compulsory languages. The Government can easily get enough Tamil and Malayalam and Kanarese men for the southern and West Coast districts, and if these districts were alone in question it would be possible to prescribe only one compulsory language, but so long as the Government require a number of men from the southern and West Coast districts for the Telegu country I see no possibility of making only one language test compulsory, without grave danger of the administration of the Telugu districts deteriorating badly.

4. The next question is whether the passing of both languages should be made compulsory before or after appointment. I am quite convinced by the arguments already on record in this file of papers that both languages must continue to be passed before appointment, and I do not think it is necessary to argue the point further.

5. Before passing on the further questions involved, I propose to submit this note at this stage to the Honourable Member for orders. If he agrees with me so far, the question will be reduced to the question of the simplification of the examination rules.

M. YOUNG—10-8-18.

The figures referred to in the Secretary's paragraph 1, if correct, certainly show that the number of Telugu deputy collectors has been far below the number of Telugu divisions. How far this is due to the absence of suitable candidates and how far to the greater push and opportunities of the Tamils cannot be said, but I agree that it would not be safe to count on our being able to recruit a sufficient number of Telugus. If the number of Telugu deputy collectors increases, the question can be reconsidered. The argument that Tamils would not pass in Telugu if the examination were optional, in order to get appointed as deputy collectors earlier is less convicing, but it might be risky to leave the matter to the test of experience at present.

On the whole therefore I accept the Secretary's conclusions so far as they have gone.

A. G. C[ARDEW]—19-8-18.

Endeavours should be made gradually to replace the Tamils in Telugu districts by Telugus. As vacancies occurred, the Tamils should be moved south and Telugus appointed. This policy shoud be kept steadily in view.

M.Y.—21-8-18.

A. G. C[ARDEW]—21-8-18.

It has been decided that a pass in two vernacular languages should continue as a qualification for deputy collectors and that the tests in both the languages should continue to be passed before appointment as deputy collector. The question that remains for consideration and orders is that of simplification of the examination rules. The question has already been discussed at some length on pages 9-11 ante, in

paragraph 3 of the Hon'ble Mr. Knapp's note on page 8 ante and in paragraph 4 of Honourable Member's note on page 10 ante. The lines of simplification which commanded themselves to the Honourable Member were

(1) to have the examinations at local centres which would probably result in more easy treatment being given to hardworking and deserving officers who would be known to the examining board and it would prevent any risk of what is now likely to occur, viz., the Translator to Government who practically holds the examination in Madras ploughing candidates through too strict an adherence to the standard, or

(2) to simplify the examination, or, best of all,

(3) to combine the last two alternatives, i.e., to simplify the examination in the second vernacular by making it a purely colloquial test combined with the reading of manuscript and to let the examination be held at local centres.

2. The special rules relating to the vernacular examinations of officers of the several departments have been looked into and it is observed that vernacular tests of officers of the Salt Department are held at local centres, the examination being conducted by a Deputy Commissioner or Assistant Commissioner, with the assistance of a gazetted officer of any department with a sufficient knowledge of the language of examination (pages 108–23 of Abstract of Public Service Examination rules). It seems possible to adopt a similar method of conducting the linguistic tests for deputy collectors in the second vernacular (pages 108 and 112 of Abstract of Public Service Examination rules). The course, however, is not free from objections and difficulties. Reference is, in this connexion, solicited to the papers in G.O. No. 1317, Public, dated 11th October 1914 and to pages 15 *et seq.* of the notes thereto. There the question of modifying the linguistic tests of junior civilians and holding them at local centres, with a Board consisting of the Collector, the Judge and the Translator, was examined and the merits and demerits of the system of local centres were fully discussed in that connexion. Please see especially portions marked in pencil on pages 4, 5, 9, 10, 13 and 15 of G.O. No. 1317, Public, dated 11th October 1914 and on pages 16, 20, 21, 24, 25, 29, 30 and 34 of the notes to the Government Order. The following were the chief advantages claimed for it :—

(1) An examination, if properly conducted at a district headquarters, is a much more searching and satisfactory test (Mr. C. W. E. Cotton on page 16 of notes to G.O. No. 1317, Public, dated 11th October 1914.) (Sir Murray Hammick doubted this very much.)

(2) The candidates generally will be more likely to do themselves justice nearer home and there will be considerable saving of travelling allowance to Government by the change (Mr. C. W. E. Cotton on page 16 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(3) Much better opportunity for testing the candidate's power of conversation could be provided at local centres, uniformity being secured by the presence of the Translator concerned at the examination at each centre (Honourable Member as Chief Secretary on page 20 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(4) It is fairer for the candidates to be confronted with ryots and shopkeepers whose accent, pronunciation and use of local words and phrases they have become accustomed to. Further a much better and wider selection of persons to converse with can be made at a mufussal cutcherry than at the Senate House and the test will be made more practical (paragraph 4 at page 9 of G.O. No. 1317, Public, 11th October 1914).

The following objections were adduced against the proposal :—

(1) It will not be possible to maintain an even standard, even if the Translator is present at each centre (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(2) The Translator will carry with him his preference for a sanskritised literary language (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(3) The Collector and the Judge of a district are by no means invariably adept in its language (paragraph 4 on page 9 of G.O. No. 1317, Public, dated 11th October 1914).

(4) There may be difficulties in regard to the examination of candidates from other departments (Honourable Member as Chief Secretary on page 20 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(5) Unless a big Board is formed, the result will be a very great deterioration in the knowlege of language (Sir Murray Hammick on page 21 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(6) The practical difficulties attending examinations in Tamil and Telugu in Madras are not great enough to justify incurring the risk of lowering the standard by holding examinations locally (Mr. Curgenven on page 29 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(7) There will be difficulty in regard to a candidate taking up both vernaculars at the same time (Sir Murray Hammick on page 21 of notes to G.O. No. 1317, Public, dated 11th October 1914).

(8) There will be some difficulty in regard to the written examinations, as they also would have to be held at local centres [paragraph 8 (iii) on page 25 of notes to G.O. No. 1317, Public, dated 11th October 1914].

It was finally decided that the examination should continue to be held in Madras, (*cf.* item 5 in Mr. Horne's tabular statement on page 34 of notes to G.O. No. 1317, Public, dated 11th October 1914 and paragraph 2 of the Government Order). The objections then raised and the difficulties then apprehended in regard to the holding of examinations at local centres for junior civilians, now apply with equal force in regard to the holding of vernacular examinations for deputy collectors at local centres and it is for orders whether the question will be further considered.

3. The other question for consideration is that of the simplification of the curriculum prescribed for the second class test for deputy collectors in a second language (pages 101–102 of Abstract of Public Service Examination rules). The scope of the compulsory vernacular test for Indian deputy collectors is set out in G.O. No. 97, Home (Miscellaneous), dated 28th August 1916.

On the question whether the curriculum for the second-class test in a second vernacular, so far as candidates for deputy collectors' posts are concerned, can be simplified and, if so, to what extent, it is submitted that the second-class test is essentially a test to gauge the officer's ability in conversation and reading manuscripts. A deputy collector should have not merely a superficial knowledge of the language of the area he administers but a good working knowledge of it, to be able to converse at first hand with his ryots and examine witnesses and read and understand documents (which may often be of less than average legibility) in the course of his magisterial duties, so that he may not have to depend on any of his subordinates for help in such matters. It seems essential therefore that a deputy collector should have passed in items (1) and (2) [illegible], while a test in item (3) also is indispensable in the case of an officer who has to exercise magisterial duties. Ability to dictate an order [item (4)] should also be the subject of a fairly searching examination, as a deputy collector will have to "dictate orders" in the vernacular both as a revenue officer and as a magistrate. The only subject, therefore, which it would seem possible to

abolish from the curriculum of the second-class vernacular test, is that included in item (5) ante., viz., *written* translation of an English prose passage into the vernacular. This also seems to be the course contemplated by the Honourable Member in the concluding portion of note on page 10 ante. It may be submitted, in this connexion, that the question of abolishing written translation for the lower standard examination of junior civilians was considered in the Notes to G.O. No. 1317, Public, dated 11th October 1914. The objections to the proposal were as follow [paragraph 3 on page 23 of Notes to G.O. No. 1317, Public, dated 11th October 1914] :—

(1) It is only by a written examination that a candidate's ability in a language can be properly tested.

(2) A candidate cannot speak a language grammatically and idiomatically, and have an accurate knowledge of it if he cannot also write it.

(3) Vocabulary, idiom and grammar are as necessary for correct conversation and for correct writing, and an officer's knowledge of these can be better tested by a written than by an oral examination.

Please see also Mr. H. D. C. Reilly's opinion on the subject on page 11 of G.O. No. 1317, Public, dated 11th October 1914, and Sir Murray Hammick's on page 21 of notes thereto. Reference is also solicited to the Hon'ble Mr. Gillman's remarks as President, Board of Examiners, in paragraph 2 of his letter on page 3 of G.O. No. 97, Home (Miscellaneous), dated 28th August 1916, in connexion with a proposal to modify the second-class test so as to make it a *purely* colloquial test embracing items (1) to (4) of the present scope of the test.

He accordingly recommended that item (5) might be added as one of the subjects for the examination and the recommendation was accepted [(G.O. No. 97, Home (Miscellaneous), dated 28th August 1916.) Though the views extracted were expressed in regard to European officers of the Indian Civil Service, they seem to apply with nearly as much force to a Tamilian learning Telugu or vice versa. In the circumstances, it seems necessary to retain the written translation also.

4. The only course open, therefore, to simplify the second-class vernacular test in a second vernacular seems to be to instruct the President, Board of Examiners, to see that the translators do not give very hard papers (manuscripts to read or English passages to translate) and that they are generally less stringent in conducting the examinations. But if the idea of holding the examinations at local centres will be entertained, the tone of the examinations will perhaps be tempered by the presence of the Collector and other local officers, who will act as a check on the translators being too strict (assuming that the Translator's presence will be required at each centre as was contemplated in the Notes to G.O. No. 1317, Public, dated 11th October 1914).

5. The correspondent in the *Justice* of 20th March 1918 suggests, in addition to the points already dealt with in this file,

(1) the introduction of the compartment system of passing the examinations, and

(2) the re-introduction of text-books [abolished in G.O. No. 97, Home (Miscellansous), dated 28th August 1916].

The system of text-books was abandoned as the Honourable Member pointed out that they had no bearing on the candidate's official duties [page 1 of Notes to G.O. No. 97, Home (Miscellaneous), dated 28th August 1916]. There seems therefore no object in reverting to the system of text-books, unless books relating to the department (e.g., the Board's Standing Order for Deputy Collectors' tests) were prescribed.

The compartment system seems hardly worth while.

6. It is for orders whether, before taking any further action, the remarks of the President, Board of Examiners (the Hon'ble Mr. M. E. Couchman), may be invited u.o. with reference to the questions raised.

A.S.R.—27-8-18.

V. PONNAYYA—30-8-18.

~~REVENUE DEPARTMENT.~~

As regards the simplification of the second-class vernacular test for deputy collectors in a second language, it seems to me that the arguments for cutting out any portion of the test are not strong. It has been suggested that portion (5) of the test [vide G.O. No. 97, Home (Miscellaneous), dated 28th August 1916] might be cut out, but it seems to me that, if a man has a decent knowledge of the language, it should not be difficult for him to satisfy the examiners on this portion of the examination.

One has often heard and seen complaints that the translators at Madras make it unnecessarily difficult for a man to pass the test, and that candidates are given illegible arzis to read. Whether this is so now, I cannot say, but the President of the Board of Examiners might perhaps be asked to give the examiners a hint that they should not make the examination too difficult for men who come up in a second language, and that they should be careful to give them legible arzis to read.

As regards the suggestion that the examination might be held at local centres, it might be difficult at times to find, for example, enough Tamil-speaking officers in the Telugu districts or enough Telugu-speaking officers in the Tamil districts to hold the examinations, but it would be possible to send, when necessary, the translators to various local centres where they could hold the examinations, in company with other officers selected by the President of the Board of Examiners.

It has frequently been argued that a great objection to these examinations being held at local centres is the probability of the examiners at the various centres setting up different standards of knowledge for a pass in a language. It seems to me that this argument applies, though with less force of course, to the examinations held in Madras. The four translators (Tamil, Telugu, Malayalam and Kanarese) conduct the language examinations in Madras, assisted by one or two members of the Board of Examiners, and I am inclined to think that it is quite possible that the several translators demand a different standard of knowledge in each language. After all, I do not think that it matters very much if a slightly different standard is set up. If the President of the Board of Examiners approves the committee at each local centre, I think that we may be reasonably certain that no candidate will be given a pass in a language unless he has a working knowledge of the colloquial language. I also think that such local committees would attach more importance to the candidates' ability to speak the language, which is the most important part of the test, in my opinion.

A I am inclined therefore to recommend that the examination in languages be held at various local centres by committees approved by the President of the Board of Examiners, who may be empowered to send when absolutely necessary the Translator to any centre where the President cannot find a stong enough committee.

I have tried to think out some scheme by which men, selected by their collectors as fit to become deputy collectors ultimately, might be transferred temporarily (or permanently) to a district in which they might pick up knowledge of a second language, but I am afraid the difficulties and objections to any such scheme are too great.

If the Honourable Member is inclined to agree to my proposal at **A** above it might be advisable to ask the opinion of the President of the Board of Examiners before orders are issued.

M. YOUNG—12-9-18.

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We have already many opinions and one more wouldn't turn the scale. I agree with the Secretary all through. The proposal at **A** may be sanctioned, the curriculum remaining as it is.

A. G. C[ARDEW]—13-9-18.

Draft please.

M. YOUNG.—14-9-18.

A draft order is submitted for approval. In accordance with precedents it may, it is submitted, be sent to the Home (Miscellaneous) Department for acceptance and issue, as it relates to the examination of officers of a branch of the Provincial Civil Service.

2. The local centres at which the examinations should be held have not been determined in the above notes. It is submitted that these may be left to be fixed and notified from time to time by the President of the Board of Examiners, who may also appoint the committees to conduct the examinations. Please compare rule 1 of the rules relating to the Salt tests—paragraph 4 of the letter from the President of the Board of Examiners, dated 23rd October 1912, at page 10 of G.O. No. 1317, Public, dated 11th October 1914.

3. It is presumed that the orders now passed should be applied to the third-class test prescribed for European and Anglo-Indian Deputy Collectors as well as to the second-class test prescribed for Indian deputy collectors—vide rule 8 (*e*) on page 7 of G.O. No. 409, Public, dated 6th March 1916.

V. PONNAYYA—27-9-18.

Home (Miscellaneous) u.o. for acceptance and issue. It is requested that the draft may be circulated to Honourable Member (Revenue) before issue.

M.Y.—30-9-18.

HOME (MISCELLANEOUS) DEPARTMENT.

If the proposed order should be given effect to there will then be two sets of vernacular examinations—one for deputy collectors held at local centres to be notified by the President, Board of Examiners and conducted by local committees and another at Madras for other candidates, who are most of them officers of the Provincial Service (Judicial) branch and also European and Eurasian officers of the various departments for whom a language examination has been prescribed. So far no complaint appears to have been received that the examination is severe in the case of these officers. Home (Judicial) Department will be able to state whether in the case of Judicial officers the language examinations are severe.

The concurrence of Local and Municipal (Legislative) would appear to be necessary before the translators to Government may be directed to leave their head-quarters periodically for purposes of these examinations.

The President, Board of Examiners, has not been given an opportunity to offer his remarks on the proposals. Please see Honourable Member's (Revenue) note supra. It is for consideration whether in view of the other questions involved in this connexion the President, Board of Examiners, should be asked to offer his remarks.

A.V.S.—9-10-18.

P.DER.—18-10-18.

So far as Judicial officers are concerned, they may be expected to acquire a better knowledge of literary language as they have to read and interpret documents. So I do not think it is intended to lighten their course by local examinations which will give special attention to the conversational part of the test.

Draft to Judicial and Legislative for acceptance before circulation.

R. RAMACHANDRA RAO—19-10-18.

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HOME (JUDICIAL) DEPARTMENT

Submitted that the draft may be accepted and the file passed on to Legislative.

M.S.K.—21-10-18.
P.S.R.—22-10-18.

R. RAMACHANDRA RAO—23-10-18.

LOCAL AND MUNICIPAL (LEGISLATIVE) DEPARTMENT.

This department is concerned with the last sentence of the draft order, which involves the presence of the several translators to Government at the local centres whenever required by the President of the Board of Examiners. There seems to be no objection to this proposal and the draft may, it is submitted, be accepted in this department. The file may be returned u.o. to the Home (Miscellaneous) Department.

C.S.—25-10-18.

V. T. KRISHNAMA ACHARI—28-10-18.

I am afraid difficulties will arise but we need not anticipate them.

N. E. MARJORIBANKS—29-10-18.

HOME (MISCELLANEOUS) DEPARTMENT.

For orders as to circulation to Honourable Member and Honourable Member (Revenue).

P.DeR.—30-10-18.

C. H. BROWN—31-10-18.
R.R.—1-11-18.

[In order that the President of the Board of Examiners may appreciate the position, I think it would be a good plan to let him have a notes copy of the order when it issues.]

L. DAVIDSON—6-11-18.

I accept the draft which I have slightly shortened. If the Board of Examiners asks, the rationale of the order may be explained to him or an edited copy of the notes supplied.

A. G. C[ARDEW]—7-11-18.

Submitted for orders as to issue.

R.V.S.—7-11-18.
P.DeR.—7-11-18.

C.H.B.—11-11-18.

[G.O. No. 758, Home (Miscellaneous), dated 11th November 1918.]

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Rhine Stirling

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