ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

APPENDIX

TO THE

REPORT

OF

THE COMMISSIONERS.

Volume XX.

MINUTES OF EVIDENCE

RELATING TO THE

EDUCATION DEPARTMENT

Taken at Delhi, Calcutta, Madras, Bombay, and London.

WITH

APPENDICES.

Presented to both Houses of Parliament by Command of His Majesty.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

EDUCATION DEPARTMENT

At Delhi, Tuesday, 25th November, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR valentine Control
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
GOPAL KRISHNA GOKHALE, ESQ., C.I.E.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.
JAMES RAMSAY MACDONALD, ESQ., M.P.

And the following Assistant Commissioner:—
J. G. JENNINGS, ESQ., Indian Educational Service, lately Principal, Muir Central College.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

H. SHARP, ESQ., C.I.E., Joint Secretary to the Government of India, Department of Education.

Written statement relating to the Education Department.

82,544. **(I.) Methods of recruitment.**—Members of the Indian Educational Service are recruited by selection in England. Where a new post is created or an existing post falls vacant, the Government of India (or, in the case of presidency governments, the Local Government) indent on the Secretary of State. The post is advertised and the candidates are considered (and I believe personally interviewed) by a board consisting of—

(i) The permanent representative of the Board of Education;

(ii) The permanent representative of the India Office;

(iii) A representative of the Scotch Education Department;

(iv) An occasional member selected on account of his local knowledge;

(v) An occasional member or members selected by the Board of Education on account of special knowledge of the branch of education with which the particular appointment is concerned.

The board selects a suitable candidate and after medical examination the Secretary of State appoints him. Occasionally the Government of India recommend a man already serving (generally in a privately managed institution) in India; but the appointment in all cases rests with the Secretary of State.

In the Provincial Education Services, the nomination to posts rests with Local Governments, in the lower services generally with the Director of Public Instruction.

82,545. **(II.) System of training and probation.**—The Simla Educational Conference of 1901 recommended that officers of the Indian Educational Service recruited in England, especially for the post of Inspector, should if possible undergo a preliminary course of teaching. This was recommended to the Secretary of State in 1902. The suggestion took the form that in the selection of candidates weight should be attached to the possession of a university diploma in teaching; that after selection the candidate (whether or not he had previously had a general training) should have facilities for acquiring a competent knowledge of the best modern educational method; that the period for the latter purpose might be six months; and that the officer might receive some remuneration during it. The Secretary of State in reply pointed out that in recent selections weight had been attached to the possession of a diploma and to experience in teaching, though it was not always possible to secure such candidates. But he stated that he had not found it possible to introduce the proposed system of six months' special training, because the demands for recruits were intermittent and urgent and arrived at all seasons during the year, while some of the best candidates were already in employ which they could not abandon without reasonable notice. He promised, however, to carry out the proposed arrangement where practicable. In several cases special courses have been taken; and others have taken diplomas of teaching.

The probationary period for Indian Educational Service officers used to be five years. In 1904, it was reduced to two years, during which an examination must be passed in the vernacular.

There are no rules regarding previous training of officers of the Provincial Educational Service. But there are now Training Colleges in India where a certain number of educational officers can get training. Local Governments also can make their own rules as to experience of teaching as a qualification for an inspecting officer, etc.

There are no regular rules of probation in the Provincial Educational Service. But two years' probation is not unusual.

82,546. **(III.) Conditions of service, and (IV.) Conditions of salary.**—These have been described in the main note. The Educational Services have a few peculiar advantages and disabilities. Thus, rent-free houses are sometimes given to members of the Indian, Provincial and Subordinate Services in return for duties such as supervision of a hostel, etc.

It is necessary to mention certain minor modifications in the terms of service which have been recently introduced or are still under consideration.

(*a*) Temporary service, in the case of officers brought out to fill acting vacancies, is now allowed to count for increments and, should the officer be confirmed, for leave and pension also.

(*b*) The pay of headmasters and vice-principals in the Indian Educational Service used ordinarily to be Rs. 500–50–700. As they could advance in other posts to Rs. 1,000, and as it appeared uneconomical to recruit on lower terms men who could naturally rise to Rs. 1,000, they are now recruited on Rs. 500–50–1,000.

(*c*) Pending the general question of some permanent improvement in the condition of the Provincial Educational Service, an arrangement has been made for giving allowances in certain cases. These take two forms:—

(i) Certain deserving officers, possessed of European degrees, have been given special permanent allowances, not governed by article 61 of the Civil Service Regulations, of Rs. 150 a month. Eight officers have received such allowances.

(ii) In certain other cases it has been suggested that Local Governments grant allowance within the powers conferred on them in the Finance Department resolution of the 31st August 1912. In four cases, where, under these rules, such allowances could not be granted, special personal allowances have been sanctioned.

(*d*) Similarly, proposals are under consideration for giving allowances in cases of hardship in the Indian Educational Service and to certain principals of colleges.

The Educational Services contain a considerable number of ladies. The Civil Service Regulations are framed mainly with a view to Services composed of men, and are not altogether suitable for ladies. A few instances may be cited. The question has been raised of the sufficiency of the halting and travelling allowances prescribed for the grade of pay in which assistant inspectresses of schools are ordinarily found. Some concession has been made; it is a question whether this is sufficient. There is the same difficulty in the case of other employées—female clerks, school mistresses, etc. It has recently been ruled that maternity leave on full pay up to three months may be given to school mistresses. Difficulties have also arisen regarding carriage allowances, the provision of free residences and of a certain amount of necessary furniture in them, the submission of health certificates, etc. Some modification of the Civil Service Regulations appears desirable in such respects.

I alluded to pensionary arrangements in my previous note. The rules governing the pension of Indian Educational Service officers are those laid down for superior pension in the case of the Services previously called uncovenanted, *i.e.*, a gratuity on retirement during the first ten years of service, and thereafter 10, 11, 12, etc., sixtieths of average emoluments, subject to certain maxima. Subject to certain conditions an extra pension of Rs. 1,000 a year is granted to those who have rendered three years' effective service as a Director of Public Instruction or in certain posts in other departments. To earn full pension, an officer must, subject to certain concessions for those appointed after the age of 25 years, serve for 30 years. Voluntary retirement is permissible on the attainment of 55 years, but an officer may have to serve longer in order to earn full pension. The length of service is felt as a hardship by members of a Service to which officers are recruited often at a more advanced age than is the case in other Services, a circumstance which, according to medical testimony, entails greater risk of breakdown in health after a spell of service in this country.

The amount of pension is also sometimes compared with that permissible in the case of other Services, *e.g.*, retiring pensions are permitted to officers of the Public Works Department after 20 years; and those who have attained certain posts in that Service are allowed additional pensions of Rs. 2,000 a year. There are other Services, such as the Indian Medical Service, with which the pensionary arrangements of the Indian Educational Service appear to compare unfavourably. Nor is it so easy for an Indian Educational Service officer to obtain private employment after retirement.

The pensions of officers in the Provincial Educational Service and lower services are similarly calculated. Thus a Provincial Educational Service officer retiring after 30 years' service would, if he drew Rs. 500 a month during his last three years (the period over which average emoluments are calculated), receive a pension of $\frac{30}{60}$ of Rs. 500, *i.e.*, Rs. 250 a month.

82,547. **(V.) Conditions of leave.**—The Civil Service Regulations make a difference between European and Indian Service leave rules. The general conditions and the rules for short leave are the same for both branches. But, as regards long leave, an officer under the European service leave rules is entitled to furlough calculated at one-quarter of his active service, commencing after 8 years of service. An officer under Indian service leave rules can take one year after 10 years' service and two years' furlough after 18 years' service.

The difference between the furlough allowances permitted in the case of members of the Indian Civil Service and members of other Services (including the Educational Service) is noteworthy. Thus, the allowance payable from the Home Treasury for ordinary furlough is limited in the case of an Indian Civil Service officer to a maximum of £1,000 a year and a minimum of £500 a year or the salary drawn by him on duty, whichever is less; in the case of other officers, to a maximum of £800 a year and a minimum of £200 a year or three-quarters of the salary last drawn on duty, whichever is less.

82,548. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing division of services into Imperial and Provincial.**—Non-Europeans, whether Indians or members of the domiciled community, can enter the Indian Educational Service through recruitment by the Secretary of State. The Provincial Service is open to natives of India whether of European or of Asiatic descent. Occasionally Europeans who are not natives of India are appointed to it; this is now generally confined to special cases, *e.g.*, assistant inspectresses and lady teachers.

Mr. H. Sharp called and examined.

82,549. (*Chairman.*) The witness said that his replies would contain his own personal opinions, and not those of the Government. He had been over 19 years in the Indian Educational Service. He had served in the Central Provinces for over eleven years. In the first place he had been Principal of a Government College for two years. He was then engaged on famine relief duty for two years, and for the remaining seven years he was an Inspector of Schools. Then he served as Director of Public Instruction for Eastern Bengal and Assam for about five years, and was appointed to his present position at the end of 1910.

82,550. The witness then explained that in the Indian Educational Department theory and practice as regards the Indian and Provincial Educational

Services had come to be divorced. The Provincial Service, for example, had come to be regarded as inferior to the Indian Educational Service, although in theory it had been meant to be its equal. This distinction was now one not only of status but also of duties. As matters now stood the Provincial Service, though it contained a certain number of posts which could be regarded as ranking equal with posts in the Indian Educational Service, included a large proportion of less important posts. It was of importance to recognise this, and to base any changes of service organisation in the future more on the actual work to be done than had hitherto been the case. This would apply both to the administrative and to the professorial branches, though probably there were more men in the latter in the Provincial Service who were doing work equivalent to that done by men in the Indian Educational Service than there were in the former.

82,551. The witness then handed the following statements to show the relative strength of the administrative and professorial branches of the Indian and Provincial Educational Services respectively. He had not taken quite all the posts into consideration in compiling the two documents, but only the posts which were actually filled. Some had been long vacant. The headmasters had also been shown on the administrative side, whilst the training college posts, as involving practically the same work, were graded with the headmasterships.

Statement to show the relative strength of the Administrative and Professorial branches of the Indian Educational Service.

(i) Administrative branch:—	
Directors and Assistant or Deputy Directors	17
Inspectors	39
Headmasters of high schools, training schools, schools of art, etc.	18
Total	74
(ii) Professorial branch:—	
Principals	25
Professors	86
Total	111
(iii) Ladies	17
Grand Total	202

Statement to show the relative strength of the Administrative and Professorial Branches of the Provincial Educational Service.

(i) Administrative branch:—	
Inspectors	20
Assistant, additional or special Inspectors, including some clerical appointments	84
Headmasters, teachers, librarians and translators	77
Total	181
(ii) Professorial branch:—	
Principals	5
Professors	151
Assistant or Junior Professors, Lecturers and Demonstrators	51
Total	207
(iii) Ladies	24
Grand Total	412

82,552. The total of the Indian Educational Service including the administrative and professorial branches and ladies came to 202, and of the Provincial Educational Service, to 412. The administrative branch of the Service was smaller than the professorial, the figures being 255 as against 318.

82,553. Ordinarily speaking, an Inspector was the chief educational officer in a Commissioner's division, and was responsible for the whole of the educational work within that division, which was taken as the unit. Of course the District Boards relieved him of a certain amount of responsibility. The Assistant or Additional Inspectors assisted the Inspector of the division, either by taking certain portions of the work of the division off his hands, or, more often, by looking after certain kinds of schools, of which the Inspector himself was able to see only a percentage. They also performed the more detailed work with reference to training schools, middle schools, and possibly primary schools. The special Inspectors were Inspectors who ranged, not necessarily only over a division, but probably over the whole Province. They went very carefully into the work in certain branches of the schools. For instance, there might be a special Inspector for Sanskrit, Arabic, Science, or Drawing. Such officers went round the schools, and looked particularly into these particular portions of the work, and gave advice to the school staff. The duties of special Inspectors were as important in their way as those of the Inspector, but they were quite different in kind. The special Inspectors were really teachers of the staff; they showed the staff the best methods of procedure. They had no organising or administrative functions, so they came ordinarily under the category of "Assistants."

82,554. The witness then gave it as his opinion that the different branches of the Service could not be formed into one Service, but must be divided into two groups, according as they involved greater or less responsibility. These again would be in addition to the existing Subordinate Service. He also said that he would raise certain of the posts now in the Subordinate Service into the second group. That was being done at present to a small extent, but the process required to be accelerated. There ought to be an officer of the status of the present Provincial Service in every district in India in place of the present Deputy or District Deputy Inspectors, who were members of the Subordinate Service. That would mean adding 249 posts to the second group, but as a set-off against this it would be possible to abolish some of the Assistant Inspectorships, as in some cases the work of the new officer would be very similar to that which the Assistant Inspector was at present doing. Again some of the headmasterships of the Government High Schools should be advanced from the Subordinate Service to the second group of the reconstituted Service. There were 210 such High Schools in India, and possibly two-thirds of these deserved to be so treated. Here again no new principle was involved, as there were already a few such headmasters who were included in the present Provincial Service, and also in the Indian Educational Service.

82,555. Taking the figures for the two Services as they now stood the witness calculated that 94 officers on the administrative side would fall into the new superior group. This, however, allowed nothing for expansion. There must be a considerable expansion in the higher inspecting staff in the near future to meet existing needs, and this would not be in any way final as education was spreading so rapidly. Within the next few years the superior inspecting staff would have to be increased by about 50 per cent.

82,556. The witness thought that the immediate increase in the second group would largely be the result of the proposed accretion from the subordinate ranks. This would bring the second group up to about 450 men. This reorganisation did not, however, allow for any increase in certain special branches. For instance, there ought to be a considerable expansion of training facilities in India; and this meant a larger cadre. There were sure to be increases in other directions as well. It might even be found that more men were wanted in the schools than he anticipated. Then, again, more Assistant lecturers would be required, and such officers would naturally fall into the second group. Allowing for everything he anticipated an expansion, which would certainly bring the Service up to 500, and very possibly to 550. He considered that such numbers more than justified the establishment of two separate groups of Services above the Subordinate Service.

82,557. Referring again to the duties of an Inspector the witness said the organisation differed in

different Provinces, but generally speaking an Inspector was the head of the educational office for the division, was responsible for all the correspondence, for the disbursal of the money grants throughout the districts, and for the efficiency of all kinds of education throughout the division. He also took under his special care the High Schools, and possibly the higher training schools. The witness thought it was the rule in most Provinces, and he should like it to be the universal rule, that an Inspector should see a certain percentage of every kind of school, even including the lowest elementary school. An Inspector also had to write a short annual report for the division; to advise the Commissioner on educational matters and to look after the staff. For instance, if there were any cases of misconduct, he had to hold an enquiry under rules.

82,558. Again in some of the Provinces an Inspector might be on the Examining Board where there was a school final examination, but otherwise he would not be responsible for any examination. In theory there were only two examinations left in the schools; one which ended the primary course, and which was an informal test conducted *in situ* by the officers under the Inspector; the other the one which finished the school course altogether. That might be either a school final examination, or the matriculation examination of a University. An Inspector, *qua* Inspector, had nothing to do with that, although he might be on the Board. He was responsible for the efficiency of the schools, in that he had to see there was proper discipline maintained, that the instruction was properly given, that the scholars were properly housed and so on. As regards District Board Schools, and schools which were aided by the Boards, an Inspector's responsibility was divided with the District Board.

82,559. At present the Service had practically nothing in the way of an adequate leave or training reserve. The only leave reserve had been in Bengal, where there were three supernumerary posts, which (he believed) it had never been possible to use for the purpose for which they were created. There were also two posts for the Chief's College Service, which had similarly been utilised to meet growing needs. The Service was badly in need of a reserve of officers to fill up leave vacancies. There should also be some reserve for training in England, both for the administrative and the professional branches of the Service. He had taken account of this in estimating for a 50 per cent. addition for the first group, but not in his calculations for the second group of the superior Service.

82,560. Turning then to the question of recruitment the witness said that he would like to obtain recruits of a distinctly superior calibre for the higher group. It was necessary indeed to have separate recruitment for each of the two groups, and also for the subordinate Services. The emoluments should be quite distinct in each case.

82,561. The witness then said that he had sometimes thought that the administrative branches of the Educational Service might be part of the Civil Services. He could not definitely recommend such an arrangement; he would like to hear more opinions about it before doing so To a very large degree the attainments of an officer of the Indian Civil Service would qualify him for the work of an Inspector, but if there was going to be a complete interchange of duties, he was afraid it followed that the special training for the inspectorate would be missed. Such a special training could best be gained by actual teaching in a school. He put that forward as a somewhat serious objection. It could be surmounted if the organisation was such that a man who once went into the inspecting branch of the Civil Service remained there, as such a man could be specially prepared for the work; but the witness did not think that would be a perfect solution because the educational branch would be regarded as inferior, and the best men would not be attracted to it. On the other hand, the witness was of opinion that a period of years in the Educational Department would not unfit an Indian Civil Service officer for occupying subsequently a post of superior responsibility in the administration of the country, because such a man would obtain a special knowledge of education, which would be useful to him. He did not think a man would lose, along with the special knowledge, any of the broader administrative aspects. Also an educational officer would gain by administrative experience. Such interchange was desirable, but could be got only at the sacrifice of special training.

82,562. On the whole then he thought that the present system of recruitment was quite good in principle and he did not advice any radical change. Taking into account the difficulties which must exist, he considered the Selection Board in England carried out their duties very well. There was one defect in the method of recruitment in England, to which he would like to call attention. He thought the net was not cast so widely as possibly it might be. The system of recruitment was haphazard. If the Indian Educational Service suddenly desired a man for a very special post, such as a professorship of Zoology, it might happen that such a man would not be available, having been snapped up a couple of years previously, Further, no attempt was made to attract men in the general line of outstanding ability, unless they happened to be wanted at the time. He was therefore inclined to think it would be a very good thing if some attractions were held out to very good men just when they were leaving the University in England. At present such men drifted into masterships in England, and remained in that position, or else they were attracted to the Indian Civil Service or the Home Civil Service. There was no organisation at present for catching such men for the Educational Service in India. The witness thought there might be a small reserve, not sufficient to cover all requirements, of good men who should be sought out just as they were leaving college, and given a small retaining fee, and who should be put through some form of training. For instance, one man might be sent to a Board School, another to a higher class of school, or another might be made to go through a course of Oriental studies, and take a degree therein.

82,563. On the whole he would not favour examination for the administrative side of the Service. If the administrative side was eventually made a branch of the Indian Civil Service he should regard the fact that there was an examination for it, instead of selection, as a slight defect. He thought in education more than in any other profession, the man ought to choose the profession, and not the profession the man. He thought the best results were obtained by carefully considering the history of men, and then choosing them.

82,564. He had no special remarks to make with regard to recruitment to the second group. The recruitment should be by nomination as heretofore, and not by examination. The Service was hardly large enough for an examination, and there were many other objections. A defect in the system of recruitment in India at present was that the men did not seem to get trained. That was partly because there were not enough training institutions in India.

82,565. The witness then said it would be very hazardous for him to say anything as to the number of Indians who should be admitted to the superior group, when matters were in such a fluid state, when a large expansion was proceeding, and when the Service was on the eve of a still greater expansion. He would simply express the opinion that there must be, for the purpose of keeping up the Western system of education, an irreducible minimum of Europeans.

82,566. The witness also said he would advocate, to a limited degree, promotion from the second group to the first as one means of recruitment, but not the only means, nor possibly the most important means. He thought the want of promotion from the Provincial to the Indian Educational Service was very much felt, and that in some cases it worked injustice. With regard to Indians who entered the first group, he would not absolutely insist upon European qualifications. He preferred them and considered them necessary in the professional branch; but in the administrative branch, if there was an Additional or an Assistant Inspector who had been educated entirely in India, and who was doing extremely good work, and was obviously fit to be an Inspector, he would put him in the Indian Educational Department without insisting upon his going to England.

82,567. If a professor educated entirely in India did particularly brilliant work, he might be sent to study a couple of years in England, and, if he did well there, be promoted to the Indian Educational Service.

82,568. With regard to the question of pay the witness said he knew of no reasons for breaking down the two-thirds principle which underlay Article 63 of the Civil Service Regulations. He had no objection to the extra pay given to the European being regarded as an allowance and not as an integral part of the pay, provided that such an arrangement was not permitted to obscure the fact that there must be a certain number of Europeans in the country to keep the system of education at its Western level; that it was recognised that, in order to obtain such men, their market price must be paid; and that this fact was not allowed too much to affect the proportionate pay given to men recruited in a country where the market conditions prevailing in England did not apply.

82,569. He would favour the system of putting a man through a course as headmaster before promoting him to an Inspectorship. He would not favour any separation as between Headmasters and Inspectors. He thought they should work together, and there should be free interchange between them, just as there was in certain other countries. He thought the course, which a man went through as a Headmaster of a High School or a Training School, was a good training for the work which he would have subsequently to perform as an Inspector.

82,570. The witness thought there were several reasons why the professorial side of the Provincial Educational Service was so large. One reason was certainly a financial one. It was very expensive to utilise a large number of Europeans. Another reason was that there had been a conscious attempt to utilise the Indian as far as possible in colleges possibly even to the excessive diminution, in some cases, of the European staff. A third, and very important, reason was that the men who made up the 151 professors were not really all professors. Many of them, to his knowledge, were not doing work corresponding to that done by the 86 professors in the Indian Educational Service. He had not any figures to show what the distinctions and differences were, and these could not be got, because they were often those of degree rather than of kind. For instance a large number of the 151 professors were doing work in the first and second year classes of the Colleges, which was simply school work and differed intrinsically from the B.A. work, and still more from the M.A. work. Such officers were performing the duties of Assistant Masters of classes, and not of professors at all. The claim made that the professors in the two Services were all doing the same work was quite inaccurate. In Bengal, for example, there were 68 so-called professors, whereas in the Madras Civil List he could find only six. This meant a difference of standards. A certain number of the 151 were of course doing work of equal value and responsibility to the professors in the Indian Educational Service; some indeed were doing the very highest work.

82,571. As regards the 86 professors in the Indian Educational Service, the witness thought they would be generally doing the superior work, but he could quite well imagine a professor intentionally taking some of the lower classes, not so much because he thought he could teach them better, but because he desired to get to know the boys. On the whole, however, he should say that the 86 men would be doing higher work.

82,572. The witness considered the professorial branch should be kept in practice quite distinct from the administrative branch, though the question of listing them separately was of secondary importance. There might be a change fairly early in a man's career if he found he had made a mistake, or was developing on other lines. Interchange between the two Services was growing less and less as time went on. Things were getting much more specialised, and higher work was being required in the Colleges. The work of an Inspector of Schools also was getting more complicated and more difficult and men had to specialise in their individual Departments.

82,573. The remarks he had made with regard to recruitment to the administrative branch generally applied to the superior branch of the professorial Service.

82,574. In regard to the filling of professorial chairs, in all cases he would insist upon an Indian going to England before filling a chair.

82,575. With reference to the present personnel of the Service, speaking of the administrative and professorial branches together, the witness said he was of opinion that the outstanding feature about the credentials of the Indian Educational Service was that the recruitment from the point of view of degrees and certificates was not so good as it used to be. He happened to have rather valuable outside information on the subject. There had come into his hands a list made in the year 1907, shewing the degrees of the officers of the service so far as they were ascertainable at that time. He had made an analysis of the qualifications and had read it over to a very distinguished scholar who had had a lifelong experience of European Universities, and that gentleman said that, in his experience, he thought it was unlikely that any public service in the world could show a finer record of qualifications than the Indian Educational Service as it then stood. The witness said he would not say that such a state of things applied to the present time; he thought the qualifications, though still good, had distinctly gone down owing to the difficulty of recruitment. For example, in 1907, there were 148 officers in the Indian Educational Service. Of these, 24 were ladies, engineers or other specialists, and the precise class obtained in their degree by 36 others was not recorded at the time, though from what he knew of some of them, he had no reason to suppose the qualifications of these 36 were lower than those of others. Of the remaining 124, 49 had obtained 1st class honours in final schools or the degree of doctor, whilst 31 had secured 2nd, seven a 3rd and one a 4th class. Further the 1st classes contained 1 F.R.S., 8 Wranglers, including the 2nd, 4th, 7th, 8th and 9th on the list, and one was a winner of the Newdigate and the Chancellor's prizes at Oxford.

82,576. Now, on the other hand, there were in the eight provinces 116 officers. Subtracting ladies, engineers and other specialists, temporary officers, and one officer whose degree was not known (21 in all), the service could show only 37 who had taken 1st class degree in honours in the final schools or a doctor's degree, whilst 37 had secured a 2nd and 12 a 3rd class. There were also 9 officers who had taken either other honours degrees, or pass degree, or no degree at all.

82,577. He then said he thought the idea that professors for particular chairs might be recruited for shorter periods and on higher terms but without pension was unworkable on any large scale. There would be constant recruitment going on, and the Department would be constantly worrying the India Office with requests for recruits. There would be all sorts of difficulties. The men coming out would lack experience, which was of enormous value in India; and men of advanced age would be recruited, which would be another drawback. The scheme might work a good deal easier in the case of Indians, because the department would be able to negotiate with them on the spot, and they would not have to change their country. On the whole, however, the witness believed the present system was for the great majority of the posts the only one practicable.

82,578. With regard to the best age for officers to come out, the witness said he would not lay down distinctions of age between the administrative and the professorial branches. They had not been laid down in the past to any degree, and very often men at a late age had to be engaged. He thought the average age for men coming out in the Indian Educational Service was 28. At the present time the Service was a very young one. That was due to a variety of causes. In the first place recruitment had increased in the last 20 years, and also there was a large number of retirements owing to the fact that the pay and prospects were not good. For instance, in 1892, of 20 men recruited in the Punjab, no less than seven had retired after a short time.

82,579. (*Lord Ronaldshay.*) The witness said his suggestion that the Service should be divided into

three groups—an upper division, a lower division, and a subordinate division—hardly amounted to a reorganisation. It merely recognised existing facts. He would prefer that the upper division should not continue to be recruited entirely in England. Under his scheme, the recruitment of Europeans to the upper division would be the same as at present, subject to the changes which he had described, but with regard to Indians he thought it would be better if they were recruited in India on the recommendation of the Local Governments by the Government of India. If such a proposal was thought to make any invidious distinction, there would be no objection to the matter going to the Secretary of State on the recommendation of the Government of India, but he thought all initiative ought to be taken in this country. This might, he agreed, make it desirable to lay down a rough percentage of the upper division which was to be recruited in England and in India respectively. What he had said in answer to the Chairman on this point was that in the present fluid state of the Service, and on the eve of a large expansion, he hardly hazarded to say what should be the limit, and that he did not quite like the word "limit" in connection with the matter. He would prefer to say that there must be a certain number of Europeans to give the necessary Western training.

82,580. The witness then suggested that promotions from the lower division to the upper division should be made entirely by selection. He would not confine the selection to the senior men, but would leave the Local Governments free to recommend. He contemplated occasionally a comparatively junior officer being promoted to the upper division. He did not think that such appointments would cause any serious discontent in the lower division.

82,581. The Service was very considerably understaffed at the present time, with the result that a professor in History in certain colleges might have to teach some other subject in addition to his own. In the administrative branch, also, the staff was deplorably short. Generally speaking, he considered the Indian Educational Service would not be on a proper basis until there had been a very considerable increase in the cadre.

82,582. Asked if a scale of salary rising from Rs. 500 to Rs. 1,500 would be sufficient to attract the class of men required, he said he thought so.

82,583. With regard to the steps taken to obtain recruits in England, the witness first had the Service mentioned to him by one of the Fellows of Trinity. The most adequate means which could be taken to improve recruitment, would be to convince the Fellows and various authorities of the different universities, that the Service was a proper one for them to recommend to their own pupils. He suggested that method in addition to what he had said in reply to the Chairman on the same subject.

82,584. (*Sir Theodore Morison.*) The 86 Indian Educational Service professors were not all really doing work of the same standard. Some were doing M.A. work, some were doing B.A. work, and some might be helping in intermediate work. He agreed that for the latter class of men, a qualification very much like that of a sixth form master was sufficient, whereas for the post-graduate and M.A. work, as good a specialist as could be obtained in England was required. He qualified that statement by saying he thought the time had arrived when the B.A. work required a considerable amount of specialisation. He considered the man who was going to take the post-graduate course could generally be found amongst those who were taking the B.A. work. He thought it less probable that the man who was doing the ordinary work in a small college would ever have sufficient leisure, or sufficient stimulus from his students to perform the higher kind of science work, because such a man had not the appliances to hand. That remark did not apply to men in the more advanced colleges.

82,585. Taking the instances of men who had come to India in the Indian Educational Service, obviously qualified from the commencement to undertake the very best work, the witness agreed that they would not improve in India to the same extent as if they were working in England. He agreed that the difficulty of a graded Service was that one sort of man might be paid too high, and another too little. He did not think the differentiation was sufficient to justify a special rate of pay for each professorial appointment. The Secretary of State did occasionally recruit a man on a higher rate of pay than the initial pay.

82,586. With regard to prize appointments which were open to the professorial staff, there were in India 20 junior and senior allowances which were attached to the Indian Educational Service. They were allotted in different ways in different Provinces or to Chiefs' Colleges. For instance, if two were allotted to a province, one might be attached to a Principal or to the senior Principal, or the Principal of a particular college, and the other might be attached to the senior Inspector. So what a professor had to look forward to was a senior allowance. There was nothing by which a junior man could be given rapid promotion in his own particular line.

82,587. With regard to the suggestion that there should be a Director of Collegiate Education in each Province, the witness thought the idea was distinctly worth thinking about, but he would like to have more time to consider the matter. What he was inclined to say at the first blush was that possibly it would be a needless expense to have the two Directors, and he certainly thought that concentration was needed somewhere. He would rather see the prospects of the professorial branch, which certainly wanted improving, ameliorated by the inauguration of several really good appointments in each Province. At present there were no prizes in the professorial line, except the allowances to which he had just referred. He did not think the duties of a professor were such as to qualify him to be a Director of Public Instruction.

82,588. The witness then said he had once been in favour of the Director of Public Instruction being a Secretary to Government, but after very careful consideration he had changed his opinion, and he was now in favour of the present system. For one thing he thought it was inevitable that the Secretariat appointments must be kept comparatively small in number, otherwice the Member of Council or the Lieutenant-Governor would have too many Secretaries round him. Also it was necessary to get the educational view co-related with other points of view. Perhaps the most important reason, however, which made him change his opinion, was that he did not desire to see Directors becoming sedentary office men. There was too much of that already. They ought to be administrative officers, going round and looking after institutions and keeping thoroughly in touch with everybody, and Secretaries could not do that.

82,589. With regard to the objection that the Director of Public Instruction did not have direct access to the head of his Province, that could easily be overcome, and he rather fancied it had been surmounted in most Provinces without a radical change of system. It should be made the universal practice that when the head of the Province was at headquarters the Director should have his appointed hour once a week with him.

82,590. The witness thought there might be something in the point that the educational man needed to keep in touch with his own University, or place of learning, and that the postponement of furlough until after eight years' service made such a break that he could not easily return. At the same time he thought that that would apply to the professorial more than to the administrative branch, and the professorial branch could, in some Provinces, get to England on vacation once a year, if they so desired.

82,591. As to the question whether, before any considerable change or expansion of Government policy was inaugurated, it was the practice to find out the views of educational men, the witness said he could only say what was his experience as a Director. Matters of general policy used to be discussed at the Commissioners' conferences, held one a year, at which the witness always attended. If there was a large question of policy he would not necessarily be officially consulted, but in some way or another he would be sure to have a discussion with the Chief Secretary on the matter. If, however, there was such a thing as corporate professional opinion, it was not consulted.

82,592. (*Mr. Chaubal.*) The witness said he thought a certain continuity in the office of Headmaster was very desirable.

82,593. The duties of a Professor were more or less tutorial, and the duties of an inspector were administrative. He agreed, therefore, that *prima facie*, while the highest University qualification was necessary in the one case, excellence of administrative qualities was required in the other. The difficulty was to find out when a man was young, whether he was going to excel in administrative work and therefore his University qualifications had to be looked to just as in the Indian Civil Service.

82,594. The witness did not know of instances in which first class men in England in any subject had been approached with a view to entering the Indian Educational Service and had declined on account of the low scale of pay, because he had nothing to do with recruitment, but he had heard of instances which would probably fall under that category, and he should say that they were not uncommon.

82,595. The witness said he had not lately compared the University qualifications of those who accepted positions in the Colonies with those who accepted positions in India, but taking the list of 20 years ago, the qualifications of the former were not better, and probably not so good as those of the latter.

82,596. (*Mr. Gokhale.*) The witness said he desired an irreducible minimum of Europeans in the Service for two reasons. In the first place a Western system of education was prevalent in India, and there must be a certain number of Europeans to develop it; in the second place the present number of Europeans was altogether inadequate to give that training.

82,597. The witness gave some instances of this inadequacy. He could find only 490 Europeans in the Civil Lists (and some of these were doubtless statutory Natives); and there was an uncertain number of missionary and other European teachers in privately managed institutions. The total number of persons engaged in educational work in India was over 217,000.

82,598. Asked whether Indians properly trained could not undertake inspecting work in connection with Western education in India, the witness replied it was a matter of tradition and heredity, and not only of training. He thought an Indian who had taken a very good degree in India and in Europe, and who had been Headmaster and Inspector, would probably miss something through only having had a part of his education in Europe. On the other hand, he agreed it was possible that an Englishman would miss some things in inspecting Indian boys, but this was fully made up for by the fact that in the Service there was a preponderance of Indian Assistant Inspectors.

82,599. The witness said it was difficult for him to answer the question whether Indian Inspectors were quite as efficient from every standpoint as European Inspectors. He would say that he had come across a percentage of Indian Inspectors who were as good as English Inspectors. He had not the experience to say whether there was any difference in the teaching given in the schools under the superintendence of an Indian Inspector, as compared with that given by those under the superintendence of an English Inspector; he could only say that when he first went to Eastern Bengal, he found there was one European Inspector for 24½ millions of inhabitants, and for over 22,000 institutions, and the work done there was deplorable. There might be European officers who said that Indian Inspectors were quite as good as English Inspectors, but it depended what they meant by "good." He could imagine Indian Inspectors doing their work at the time as efficiently as English Inspectors, but what he maintained was that the character of education must be kept up. He did not desire to make invidious distinctions: he merely wished to say that there was a certain type of education to preserve and there must be a considerable Eurapian element preserveit. He thought under Indian inspector the standard of teaching in High School might go down, but the point was that there would be general change of the type of education.

82,600 with reference to scheme for retaining specialists in certain subjects in order to fill professorial posts when required, the witness agreed that, unless there was a reasonable chance of vacancies occurring at short intervals, it would mean paying such men a retainer for an indefinite period. But he had never contemplated that. His scheme could not be applied to such posts as Biology or even Political Economy; but a certain number of men were always required by the Indian Educational Service who could teach English History and Science. Such men would be very useful too as Inspectors and they might be retained on the understanding that unless a post was found for them in the course of two years, they would be at liberty to go elsewhere.

82,601. The witness said he would maintain the general correctness of his statement that Indians were employed on the professorial side of the Service to the excessive reduction of the European element, even if it could be shewn that a good many first class men with M.A. degrees from Bombay and Calcutta did not get the opportunity of being appointed to professorships. He was only speaking in a general way. It was not merely a matter of training; he doubted whether even first class M.A.'s would be quite able to do the work in the same way as men who had been trained in England.

82,602. The witness said there were several reasons why he suggested that if Indians were to be recruited in the Imperial Service, the initiative should be taken by Local Governments, whereas, for the European members, the Secretary of State should make the selection. For one thing the Local Governments would know whether a man would be suitable for the post, for the institution, and for the Province. He should say that a Local Government was just as well able to judge of the attainments of a man educated in England as the Secretary of State. The Director of Public Instruction would be consulted, he would write to the Vice-Chancellor, and so on. The witness thought it far better that the recruitment of Indians should be in India. If it was thought that the distinction was going to prove in any way irritating he would suggest letting the final sanction rest with the Secretary of State, but allowing the initiative to be taken in India.

82,603. He agreed that there were Indian Professors at the present moment in India who were doing excellent original work, and who, after retirement, remained in the country, adding to the level of learning in the country, whereas English Professors generally retired as soon as they had earned their pension, and all the learning they represented was withdrawn from the country.

82,604. The witness said he could conceive of cases happening where a brilliant Indian belonging to the Provincial Service was engaged in lecturing side by side with an Englishman belonging to the Imperial Service who was not so brilliant. He had never tried to realise how such a state of affairs would harm not only the Professors, but the students themselves. If it was the fact, which he did not accept, that students felt great resentment that a man of the distinction of Dr. P. C. Roy should be in the Provincial Service, whereas men who had not attained to such brilliancy should be in the Imperial Service, it might conceivably have a serious political bearing. He considered a proposal to select the most brilliant Indians from the Universities and send them to Europe for education, and then to appoint them as Professors in India, would require a good deal of elaboration, and he did not at the moment feel competent to criticise such a suggestion. As he had previously said, if there was a good man of the Provincial Service, who had graduated in India, and was beginning to show very great promise, he should be given a furlough studentship, provided he would repay a certain portion of it, and should afterwards be promoted to the Indian Educational Service.

82,605. The witness would not begin with a scheme of sending the best men in India to the best Universities in Europe, and recruiting the bulk of the Imperial Service from them. It would be very expensive. He did not approve the idea that the range of salaries should be lowered, and the cost of the scholarships be made up by the savings on the salaries.

82,606. The witness then dealt with the difficulties in the way of European officers exercising influence

over Indian students. He thought that there were now large numbers of students in the colleges and very few European Professors. As a result there was a certain lack of touch in places like Bengal and racial feeling was growing. The best way to check this was to put students when they were young in contact with Englishmen, and to let them see that the latter were not such as the literature which students were constantly receiving made them out to be. Unfortunately, students at present had wrong ideas put into their heads. For instance, pamphlets were not sent round to schools describing Europeans as "White devils, drinking mother's blood." He did not mean to say that all students came under the influence of such literature, but there was a good deal of that kind of influence being exercised, which would be counterbalanced if there were more contact between Indian students, when comparatively young, and Europeans.

82,607. (*Mr. Sly.*) With regard to the witness's answer to Sir Theodore Morison, that the corporate opinion of the Education Department below the rank of Director was not consulted on any change of policy, the witness said he might have misunderstood the question. He thought Sir Theodore wished to know whether the Government consulted the educational authorities on schemes of policy not of an educational character. On matters relating to education on the administrative side the Director himself would consult his inspectorate; whilst any suggested change in policy in regard to collegiate education would be put before the Principals of the colleges; the Principals would consult their staffs, and the University would probably express their views. The matter would then be referred to the Director, who would correlate the various points of view.

82,608. With regard to the witness's scheme, he would classify the Imperial Branch, the Provincial Branch and the Subordinate Branch almost wholly according to the different classes of work that each was recruited to perform, so far as financial considerations permitted. It would be the fact, with regard to the Headmasters, that a number of them would be in the Imperial Service, a portion in the Provincial Service, and a further portion in the Subordinate Service. That was the case at present. The present state of affairs was that there were very few Headmasters in the Indian Educational Service, not nearly enough in the Provincial Service, and the bulk in the Subordinate Service. It was highly desirable to increase the number to some extent in the Indian Educational Service, and to a very considerable extent in the Provincial Educational Service. With regard to the question whether it would not be in conflict with the general principle on which the Service was framed to have Headmasters of High Schools doing exactly the same class of work placed in three different Services, the witness replied that it had never been recognised as the same kind of work, and that was why it had been divided up. The matter had been considered by the last Public Services Commission and afterwards by the Secretary of State. Bombay had desired to put all their Headmasters into the Provincial Service, but the Secretary of State refused to sanction such a proposal, saying he wished to retain the distinction between High Schools and Collegiate High Schools. The Secretary of State accordingly reserved the Collegiate High Schools for the Provincial Service, and put the other schools into the Subordinate Service. The case was one where the distinction of work was, as often, rather one of degree than of kind. The Collegiate High Schools were supposed to be more important, larger and better managed, and sometimes even to charge higher fees than the ordinary schools; and those under European headmasters were supposed to afford examples.

82,609. As to recruitment for the Indian Educational Service, the witness reiterated his opinion that the material at present obtained should be improved. In that connection he gave the qualifications of the last 23 men who came out, with the exception of some whose papers were in the press. Of the 23, five had obtained a first class with honours in final schools, or degrees of Doctor; 10 had obtained second classes, and five third classes. That was nothing like so good as the record of 1907. He thought the reason was that service in India was not so attractive as it used to be. The work was harder, the cost of living had risen but not the pay, and the rate of pension had actually gone down. Then, in England and the colonies there were many more forms of Service competing with the Indian Educational Service than was previously the case. He also thought that the raising of the age for the Civil Service in 1892 had taken away a lot of men whom otherwise the Indian Educational Service might have obtained. He thought the chief remedy for improving the Service would be to inaugurate a system of continuing promotion after 10 years, raising the pay in the latter years of service, making provision for a more adequate pay or pension for those who were selected to hold special posts, whether administrative or professorial, but especially professorial, and shortening the term of service for pension.

82,610. The witness then said he thought the language examination for Indian Educational Service officers ought to be very stiff and thoroughly practical.

82,611. There had been a very large and substantial increase in the Service in the last 10 or 15 years, but the number of allowances available for the Service had not been increased during the same period. That was one of the complaints. He himself did not like the system of allowances at all, and would rather have a time-scale followed by promotion to a selection grade, and finally by a few allowances for really prize posts.

82,612. The witness thought the present rate of pensions in the Education Service was rather too small, and that it was not so advantageous as in other Services, such as the Forest, the Public Works and the Indian Medical Services.

82,613. The rules for study leave had not fallen into disuse in the Service, but the witness had observed that during the last five years the numbers availing themselves of the concession had been very much smaller than previously.

82,614. He did not know what the reason was. There had been no change of policy on the part of Government in regard to the grant of study leave. If it had not been granted it must be for local reasons, or because officers had not applied for it.

82,615. (*Mr. Fisher.*) The witness said he would prefer that Inspectors should come out to India at an early age, as soon as possible after they had completed their University careers and had received some training, because the life was physically a hard one and men must get acclimatised to it early. The Headmaster should also come out young, but should have had some experience as a master in England. It would be representing his view correctly if it were assumed that he would like the Inspector to come out at the age of 25 or 26, and the Headmaster at 27 or 28, but that might be modified to some extent if the men who came out as Headmasters were afterwards utilised as Inspectors. By that means such men would get part of their experience in England, and part in India. With regard to the Professors, each case had to be treated on its merits. If possible, a man who was coming to India to be a Professor should have been an Assistant Professor or an Assistant Lecturer in England, and it would be a good thing, also, if he could have some post-graduate work. The witness thought that, on the whole, a Professor should not come out older than 27 or 28. He would not be in favour of making the regulations with regard to age of recruitment for the three different types of men more precise than they were at present.

82,616. As to the question whether, under the witness's scheme, there could be established a sufficient distinction of work between the Imperial Service and the Provincial Service to justify so large a difference of pay as the proposal would involve, the witness replied that no absolute distinction of duties could be laid down in education, where the difference in work, as he had said, was often one of degree rather than of kind; but he thought a line could be drawn roughly, though there would be some overlapping. He considered that was a far better system than continuing a single service going up from about Rs. 200 to about Rs. 2,000.

82,617. As to the question whether, if the distinction of work between the lower posts in the Imperial Service and the highest posts in the Provincial Service was very slight, the officers at the head of the Provincial Service would have to be paid very much the

same as the officers at the bottom of the Indian Service, the witness replied that at present they were paid more. The Provincial Service rose to Rs. 700 a month, and the Indian Service began at Rs. 500, but he considered that the Provincial Service required some improvement in several ways. For instance, one of the proposals made by a good many people was that the Service should contain a grade of Rs. 800, like the Provincial Civil Service. That, the witness thought, was a minor improvement.

82,618. It would not be true to say that most of the chairs in the colleges in the Presidency towns would imply work of a strictly University character. The fact of the matter was that the word "Professor" was entirely misused in India. Everybody was called a Professor. The same nomenclature was not used in other countries to anything like the same extent, and that was partly the cause of the confusion which existed about the duties.

82,619. (*Mr. Macdonald.*) With regard to Professors recruited in India going to England, the witness said he would not send them to any particular place. Those who were recruited direct should have had an English University education. Men who were earmarked for Professors should preferably be sent to a residential University, but he would not lay that down as a definite rule, because it was quite possible political science men, for instance, might obtain more benefit at the London University and, for men of a somewhat advanced age, a residential University might offer inconveniences.

82,620. On the subject of recruitment, the witness did not think that academic distinction gained by a young man was an invariable indication of his value as a Professor, but he was quite unable to agree that there was only one man on the list he had put in, an F. R. S., whose distinctions showed his appointment had been justified. The F. R. S. was a rare and highly valued title and many first-class men had not yet gained the distinction, and perhaps never would gain it. The list, as a matter of fact, did not throw a complete light upon the professorial qualifications. A man could not be judged purely by his academic qualifications, but unfortunately it was the main indication by which he could be judged. A man's character and ability to teach could not be tabulated. Under present conditions, however, recruitment was largely confined to selecting candidates on those qualifications. He thought the Service obtained the best men possible on the pay that was offered. The conditions in India were so different that it was impossible to recruit a staff of Professors in the same way as Oxford, Cambridge, Edinburgh, and London Universities might do.

82,621. The witness then said that the work of the Indian Universities, so far as teaching was concerned, was only just beginning, and was in a very embryonic stage, and money was being given to some Universities to bring out a few men for short periods as an experiment. He thought some of the men who were coming out were untrammelled by any sort of appointment in England, but others he believed were still holding appointments there.

82,622. The witness promised to send in a Return* showing the occupations of the last dozen Professors between the time they passed through the University and the time they came to India so as to give an idea of what the training of a Professor was between the end of his academic life and the beginning of his professorial life in India.

82,623. The present system of Government Colleges in India, the witness said, was started with the idea of establishing models, and on the whole he thought they were holding that position now. There were some aided Colleges which were doing extremely well, and had managed to get together a very good staff, but generally speaking the Government Colleges were better staffed and better found in residential arrangements than the others; and in a good many cases the difference was most marked. It was not impossible to transfer Lecturers or Professors who were doing specially good work from one of the State-aided Colleges and sometimes such men had been taken into the Educational Service; there had been one or two cases recently. They would be men possibly from 30 to 34 years of age.

* Appendix No. I.

82,624. With reference to the suggestion that it would improve the quality of educational work and strengthen the teaching staff, if the Service were free to take Professors in the same way as they were taken in England, *i.e.*, to take a good man from anywhere irrespective of his age, the witness thought that rather resolved itself into short time recruitment without pension, and he saw very practical difficulties in the way. For one thing there would not be sufficient men, and the Service would be in a constant whirl of new appointments. He thought it was inevitable for practical reasons that the Government Colleges should be staffed with service-men. It was true some aided Colleges did not meet with that difficulty. The Mission Colleges obtained men of a type which was limited in number, men imbued with the Missionary spirit, who might be doing Missionary work as well. But that was not a permanent source on which to draw. He was doubtful whether it would be possible to recruit, in an absolutely open market, on the present pay and without pension, Professors who would be better than the Professors now in the Service. He could not speak of the Medical Colleges, because they were not really under the Education Department, but as far as oriental studies were concerned there were already men who had done extremely well like Dr. Venis at Benares, M. Duroiselle in Rangoon, and Professor Horovitch who had been lent to an aided College.

82,625. With reference to Indians in the Service, the witness said he did not defend a system by which men like Dr. P. C. Roy were kept in the Provincial Service. Whatever reform was carried he would allow such men to take the position which their intellect and general reputation entitled them to. In connection with Indian officers, there was always the question of tradition and hereditary tone coming in. It was absolutely imperative to have a leaven of Europeans; that leaven was at present minute, and it would have to grow with the general expansion of education. He did not think the necessity put forward for the retention of a number of Europeans would justify any pessimistic conclusions with regard to a system of education being imposed upon a country by a staff of men who were not training the people of the country to perpetuate it.

82,626. (*Mr. Madge.*) The witness said that many educational officers who joined the Department from England received a normal training before they came, or had had tutorial experience. Out of the twenty-three men who had recently joined the Service fifteen had had teaching experience before they came to India, the duration of which was, on the average, 6⅔ years. He had also found that five of the fifteen had undergone training as teachers, in one or two instances in addition to obtaining very high academic honours. Of the eight who had not had experience of teaching, one had undergone ordinary training and two had received special training. Five had not had such experience. It was necessary to be very fluid and elastic in matters of recruitment, and therefore he would not lay it down as a hard-and-fast rule that men should have such training, but it was extremely desirable. The training which most of the men had undergone had been actual teaching work in colleges or schools.

82,627. The witness then said that the standards of instruction were steadily rising in India. All that he pressed was that a number of Europeans was required to keep education on the lines which he had indicated. Of two methods of recruitment, that of taking expert Professors wherever they could be found, and a graded Service, the witness considered a Service was the best, and on the whole better men were obtained for the bulk of the work, as men would not come out unless they had fixed prospects.

82,628. Ordinarily speaking, the witness considered that the requirements necessary in the Head of the Educational Department would be fulfilled by a man who had been an Inspector of Schools, and that other experience would not be wanted.

82,629. With reference to the despatch of 1854, and the question of making over colleges to private enterprise, the witness said the number of Government institutions since 1870 had enormously diminished.

82,630. If it were a fact that sometimes the promise of earlier life was not fulfilled, and that brilliance in

examinations might be followed by very common-place careers, it would be an argument in favour of a later age for recruitment, but he should say it was only partially true, also it was necessary to take risks in every profession.

82,631. (*Mr. Abdur Rahim.*) The witness said there were certain educational problems peculiar to Muhammadans, and in recent years certain special appointments had been made to the Inspecting staff with a view to stimulating Muhammadan education. One such appointment had been made recently in Bengal where there were already several special Muhammadan posts. The witness promised to send full information on the subject to the Commission.*

82,632. The witness said he was specially acquainted with the condition of Muhammadan education in Eastern Bengal, where rapid progress had been made within the last few years. He did not, however, think that the appointment of special officers had anything to do with that progress, because until the very end of his time in Eastern Bengal he appointed no such officers. That was owing to the fact that the bulk of the inhabitants were Muhammadans who were able to look after their own interests. The appointment of Muhammadan Inspecting officers, however, in Eastern Bengal did assist in promoting Muhammadan education. The United Provinces and the Punjab also had, he thought, appointed Muhammadan Inspectors.

82,633. The witness said he had always considered the recommendation of the Public Services Commission of 1886 that Professors should be recruited in England in those subjects of knowledge in which the European standard of advancement had not been attained in India was a slightly ambiguous proposal, because it suggested on the one hand subjects in which a better education could be obtained elsewhere than in India, and on the other hand what might be called special subjects with regard to which facilities for study hardly existed in India. If the former was meant the recommendation had been carried out. There were branches of knowledge at that time, such as Political Economy, for which India had few facilities. The Public Services Commission of 1886 might have meant that the recruitment of Professors from England should be confined to those subjects for which men educated in India could not be obtained, but the recommendation had not been fully acted upon from that point of view.

82,634. The recommendation of the Commission that a smaller number of Inspectorships should be recruited from England had not been kept in view, but the witness considered that probably a larger number of Indians had been appointed as Inspectors than was previously the case.

82,635. With regard to the recommendation of the Commission that the recruitment of Professors should be ordinarily of a specialised type and when practicable for a term of years with power for re-appointment, the witness said he imagined the Commission meant that the men would come out for a time and then go back again. It was definitely laid down that there was to be an experiment along those lines, but he had not been able to find out what it had been. Probably it was found unworkable at the beginning. The appointments were made in the first instance for a term of years, and in 1904 the time was reduced from five to two years, as a probationary term. What the Commission probably alluded to was obtaining men for five years and then allowing them to go back. He was not aware whether the recommendation was actually given a trial before it was thrown out.

82,636. The next recommendation of the Commission, that the remuneration of officers recruited in England should be fixed with reference to the attainments required and the duties to be performed in each case, had also been thrown overboard.

82,637. The recommendation that all other educational appointments should be filled up locally on the principles recommended in the report meant that except the few Professors who would be recruited in England the rest should be recruited in India in the Provincial Service. It was true that there were no appointments for a term of years only, but amongst the men who actually came out there was a considerable percentage who were as well qualified as men who had become the most distinguished specialists in England, and, had they enjoyed the same facilities, might have risen to the same distinction—men who were high Wranglers, or had taken Double and Treble Firsts, or had held the Craven Scholarship, and so on. There were difficulties inherent in a very late recruitment.

82,638. (*Sir Valentine Chirol.*) The witness agreed that the neutrality in matters of religion imposed upon Government might exclude from service in Government schools and colleges a number of zealous educationalists, whose main object in coming to India was to promote directly or indirectly the cause of their own religious creed. A great many men who had made the reputation of State-aided schools and colleges were men who had come out primarily for missionary purposes.

82,639. The witness thought the inspection staff was inadequate both in the higher and lower grades of the Inspectorate. In Eastern Bengal and Assam there had been five inspecting divisions, containing roughly 25,000 educational institutions, which included all schools down to primary ones. The Inspector was responsible for all kinds of schools, but his responsibility with regard to the primary school was shared to a large extent by the District Boards. The agency for the inspection of primary schools was called by various names in different Provinces. The Deputy Inspector was supposed to look after a certain number of lower primary schools, and the Sub-Inspector in Bengal was supposed to look after them immediately. It was generally held that he could look after about 90 schools on the average, varying with the nature of the country he had to travel. When witness was in Bengal, some Sub-Inspectors were looking after as many as 300 or more. It was insisted upon at that time that Sub-Inspectors should have passed either the B.A. or the Intermediate, and as far as possible have had two years' training in a school. In the past also there were Assistant Sub-Inspectors and Inspecting Pandits, who were very low paid men. As a matter of fact, it was impossible for the Inspector to accept the reports of his subordinate staff together with confidence. There was a sort of hierarchy about the Inspecting Service, rising from Sub-Inspector to Deputy Inspector, to Assistant Inspector, and to Inspector, and each higher grade was supposed to some extent to check the work of the lower. There was a tendency, however, to increase the lower grades without increasing the higher inspecting agency, and a great deal of the time of the higher inspecting agency was taken up in looking after the faults of subordinates. It was therefore desirable to have a considerable increase of the higher inspecting staff.

82,640. With regard to pay, the Inspecting Pandit used to get Rs. 15 and upwards, but there had been a tendency in the last few years to abolish such low posts all over India, and he thought now there was practically nothing less than a sub-Inspector with pay beginning at Rs. 50.

82,641. With reference to the appointment of Indians to Professorships, the witness said the majority would be appointed direct into the Imperial Service, so that there would no longer be the anomaly of Indians appointed to do first grade work recruited at first into the Provincial Service. There were men at present in the Provincial Service doing first class work, and under the scheme witness had proposed it would be possible for men of that type in future to be recruited direct into the higher Service. An Indian from an English University, if his education was sufficient, would be appointed direct into the Indian Educational Service. Under the scheme there would be very little difference of pay or responsibility between the highest grades of the Provincial Service and the lowest grades of the Imperial Service. There might conceivably be a certain number of men in the Provincial Service, who were doing the same work as the men in the Indian Educational Service, but they would certainly as senior men be drawing higher pay than the new men in the Indian Educational Service They were drawing higher pay now.

* Appendix No. II.

82,642. With reference to the feasibility of devising a scheme which would make it impossible for any Indian who was serving in the Provincial Service to say that he was doing work equal to that which was done by members of the Imperial Service, the witness said that so far as the administrative branch was concerned that was a fairly simple proposition; but it was difficult for him to speak with regard to the professional branch, because of the complexity of the different kinds of work, and the fact that they were obscured by the rather absurd nomenclature that had been adopted. It was desirable that there should no longer be any pretext for the grievance which existed that men doing the same work were in different services, and arrangements should be made in that direction in so far as they were financially possible.

82,643. On the question of the table of precedence, the witness admitted it would be an anomaly that those who represented a teaching agency of the highest quality and character should be placed in a low position. He was aware that certain members of the Service attached importance to the question of precedence, and probably the public also attached importance to it. In nothing that he had said had he intended to imply that if there was inequality it should not be rectified. He thought it should be rectified both with regard to the higher and lower branches of the Service.

82,644. (*Sir Murray Hammick.*) With reference to Universities in India having a large system of professorial teaching attached to them, the witness said that it had begun and was growing. For instance, there was the Dacca University scheme, in which it was proposed that the Honours B.A. teaching and the M.A. teaching and the post-graduate teaching should all be done by Central University Professors, the bulk of the teaching being still carried on by a number of colleges, differing from the existing colleges by being placed in close proximity to one another. Also in Calcutta, Bombay, and Madras there was a system of University teaching, and to a somewhat less degree in Allahabad and Lahore.

82,645. As to whether Professors in the Colleges would not need the same high qualifications as Professors in the University, the witness said good men of the very highest qualifications compatible with the age at which they came out to India, would have to be obtained for the Colleges, and they would provide a very good ground for recruiting Professors to the University. He should be quite averse to putting in the shade the college staff by people saying that the University staff was a much better one and debarring the college staff from the work. There was a considerable danger of the college men being put into the shade by the development of University teaching, and it was a matter to which he had directed attention. False notions might grow up regarding the qualifications of the men in the colleges, who as a matter of fact were the best men who could be obtained at that time of life. It had often been said they were men who had not made a European reputation, but they had not yet had time to do so. As to whether the recruitment of high grade Professors to Universities would affect the recruitment of good men for the Colleges, he did not think the recruiting would be seriously affected, if it was settled that a man could proceed from College to University teaching.

82,646. With reference to Inspectors, the witness did not think it was advisable to recruit a number from the class which was now drawn upon for teachers for the big national schools in England, men who were trained in training colleges. Men of that kind had been tried, but they did not seem to settle down in the country, although they had generally been very well received. They had been sometimes used in training schools in India, but he was not aware that they had been used as Inspectors. He did not think their training was likely to make them much more efficient than the training of a University, followed by a few months in a training school in England, because the functions of the Inspector in most of the provinces in India were not quite of the type that required such training. An Inspector's duties were largely administrative; he had to look after private institutions, arrange for grants, and control the staff, and a great deal of tact was required. It was possible that a man who had had a thorough experience in the national schools in England and was able to give a practical model lesson when inspecting might make a very good Assistant Inspector, but he still thought there would be trouble. A small leaven of thorough-going primary school teachers from England might be very valuable, but he saw a good deal of practical difficulty. The inspection of schools was very trying work, and English teachers were not men who had been accustomed to ride over the country, and be out possibly from dawn till 4 o'clock in the afternoon without food, which was what an Inspector in India very often had to do.

82,647. Asked about other countries, where education was largely carried on by foreign teachers, the witness said he could instance the Philippines, where in 1910 there were 732 American teachers as against 8,275 Filipino teachers, one against 11 as compared with one against about 443 in India.

(The witness withdrew.)

P. S. BURRELL, Esq., Inspector of Schools, Lucknow.

Written statement relating to the Education Department, being a Corporate Representation of the Members of the Indian Educational Service, United Provinces.

82,648. [*N.B.*—This joint representation was circulated to all members of the Indian Educational Service in the United Provinces except Mr. J. Murray, who was on leave, and was accepted as satisfactory by the following officers:—

Messrs. Jennings, Tipple, Sedgwick, Norman, Randle, Rust, Richardson, Stokes, Mackenzie, Harrop, Phillips, Moody, Banister, Lloyd, Radford, and Ferrier.

Divergent views* on certain points, however, have been expressed by several officers. These views, together with notes by Messrs. Mulvany and Durack, who desire to be disassociated from the views expressed herein, are printed separately as an annexure at the end of this representation.]

82,649. **(I.) Methods of recruitment.** — 1. The existing method of recruitment, *viz.*, advertisement, to secure a wide field of candidates, preliminary selection by an Education Board to secure careful scrutiny of qualifications, and final appointment by the Secretary of State is, *in principle*, sound and should be retained. It is, however, doubtful whether the principle is satisfactorily practised. There is reason to believe that the recommendations of the Board of Education have been in recent years too freely and exclusively accepted, and it is thought that a fuller and more direct responsibility should be taken by the India Office. This might be effected by the institution of a special Selection Board such as is hereafter described. The reasons for this view are—

(1) that the India Office being able to draw on Indian experience, which the Board of Education cannot, should be better able to judge what qualifications are required;

(2) that it has a direct interest in securing suitable men;

(3) the Board of Education is in close touch with only a part, and that not the most important part of English secondary and higher education.

2. There is a general impression that much more might be done both (1) to make the existence of the Service better known; and (2) to notify over a wider area individual appointments as they occur. To achieve the first object it is suggested that a notice (renewed annually) should be placed on the notice boards of Universities and University Colleges showing the general conditions of the service and inviting persons to register their names and qualifications at

* Including Mr. Burrell, the representative Witness, *vide* paragraph 82,660,

the India Office. From them a select list might be compiled and brought up to date from time to time. To achieve the second object it is suggested that—

(1) an advertisement with full details of the appointment should be published in such papers as the London *Times*, the *Athenæum*, the *Spectator*, *Nature*, the *Journal of Education*, &c.;

(2) a notification of the vacancy should be circulater to Universities and University Colleges;

(3) in the selection of candidates for posts of Headmasters, from home, it is presumed, Inspectors will ordinarily be recruited in accordance with recent practice, some means should be adopted for making such vacancies known to secondary schoolmasters with a few years' experience. This might be done by notifying these vacancies to the Board of Education and by employing University appointment agencies, and recognized scholastic agencies, which are in close touch with secondary school-work.

For the better scrutiny of applications and choice of candidates it is suggested that representatives of the Universities and recently retired officers of the Indian Educational Service or officers of that service on furlough should be co-opted by the India Office to form a special Selection Board.

3. The following qualifications in candidates for appointment would seem to be of special importance:—

(1) High academical distinction.

(2) Linguistic capacity especially for arts professorships.

(3) Some teaching experience.

(4) For certain posts, especially headmasterships, some experience of scholastic work in England.

It is perhaps desirable briefly to indicate why the possible alternative method of recruitment by competitive examination would be unsuitable.

(1) The number of posts vacant in any year is too small to warrant a separate competitive examination.

(2) The service could not be recruited on the same examination as that for the Home and Indian Civil Service; for this examination aims at selecting candidates who have enjoyed, in general terms, a liberal education, *i.e.*, who satisfy certain general requirements, whereas for a professorship in the Indian Educational Service, *e.g.*, of Biology, Political Economy, Chemistry, or Philosophy more specialised qualifications are necessary.

(3) Considering the diminishing prestige of competitive examinations and the premium they put on cramming, it would be imprudent to introduce them for the Indian Educational Service.

82,650. **(II.) Systems of training and probation.**—(*a*) *Training.*—May be considered with reference to the two branches of the service. (1) Professorial, and (2) Administrative, and also with reference to the periods prior to and subsequent to arrival in India. *For the Professorial branch* no special system of training is required either before or after arrival in India. The all-important consideration is the possession of the qualifications required for any given post. These stated in general terms are for full posts a good school and college education culminating in high academical distinction, and, other things being equal, successful experience in teaching should carry weight.

As regards the Administrative branch consisting of headmasters and inspectors, assuming that the latter will be chosen from the former, it is certainly desirable that men selected for headmasterships should have had some experience of work in good English secondary schools. This should be a guarantee not only of familiarity with the problems of school education, but also of the possession of a standard of comparison. Such men, if they come to India with open minds, may be relied on to adapt themselves quickly and successfully to the special conditions of India. Pedagogical training, though an additional qualification, should not be considered essential, firstly, because there is a great variety of opinion about its value and proper method, and, secondly, because an insistence on it would injuriously restrict the field of recruitment. On this point the statistics of secondary training in England are decisive. During the four years 1907-08 to 1910-11 only 96 men, or an average of 24, annually passed through a course of training, of whom less than 25 per cent. possessed a first-class degree, and less than 25 per cent. a second-class degree.

The following procedure for training men in England after appointment, which is suggested by an officer, who found a modified form of it valuable in his own case, appears to deserve consideration. Appointments should be made in April. The candidate selected should be put on half-pay and given reasonable travelling allowances from May 1st, and be instructed under the guidance of the Board of Education to visit certain schools with a view to studying the methods employed in teaching and general organisation. He might also be advised as to professional reading and be given access to the Board of Education library. It is, however, doubtful whether such procedure could often be practicable.

With regard to the period after arrival in India, the same officer has suggested that a new man might be attached to an Inspector for a short time to enable him to see and understand something of the educational work of the country before taking over the duties of a headmaster. The present system of putting a man in charge of a school in almost complete isolation and leaving him to find out things for himself, is not altogether satisfactory. But as long as the service has no reserve strength the suggested procedure seems impracticable.

As already indicated, the system of appointing inspectors from among headmasters secures the best training for an inspectorship, without which it is next to impossible to obtain the intimate detailed knowledge of school-life in India, which is so valuable.

(*b*) *Probation.*—The present period of two years' probation is satisfactory, as also the passing of a language test as a condition of retention, but a departmental language examination of some kind, bearing some closer relation to the work of the department is thought to be preferable to the present examination conducted by the Military Department.

82,651. **(III.) Conditions of service.**—It is not precisely understood what is meant by "Conditions of Service" apart from the next three heads. If it refers to the Civil Service Regulations which are generally applicable, *e.g.*, those relating to privilege leave, vacations, medical leave, &c., they may be regarded as generally satisfactory. It is perhaps appropriate to mention the following miscellaneous matters under this head:—

(1) Official residences are desirable for Principals of colleges; Professors and Headmasters. Their desirability is already to some extent recognised and provided for.

(2) Short terms of service, *e.g.*, for five years are ordinarily undesirable.

(3) Assistant Directors of Public Instruction should continue according to present practice to be selected from the Indian Educational Service only.

(4) In order to ensure efficient control and organisation of school work it is desirable that the European element in the inspecting branch of the service should be strengthened.

(5) The Director of Public Instruction in any province should be selected from the Indian Educational officers of that province, or, failing any suitable officer, from the Indian Educational Service officers of another province. In this connection there is a very strong feeling that ruling made by the Secretary of State in 1906 should be very strictly interpreted. For facility of reference this ruling is quoted *verbatim*:—"The Secretary of State desires that appointments to Directorships should no longer be governed by the rules laid down in the resolution of 1896, but by those prescribed in the Home Department resolution of September 4th, 1886. The latter resolution, while not giving members of the Educational Service an absolute claim to succeed to the post of Director, contemplated that before appointing a person not belonging to the service, Local Government should, in the event of their considering it desirable to fill the post otherwise than from the local educational staff, seek the assistance of the Government of India with a view to procuring a suitable selection from the Educational Department of some other Province. The Secretary of State also considers it desirable that in order to provide a properly qualified successor in the event of a vacancy arising in the Directorship, measures should be taken

in good time to give the officer on whom the choice would most probably fall a wide experience of the working of the Department in all its branches." Recent events have made the feeling in the service acute, and made it desirable to re-affirm a ruling, the violation of which appears to cast an undeserved slur not only on the Indian Educational Service as a whole, but also on the power of selection to that service exercised by the Secretary of State.

(6) Ordinarily Professors should not be required to become Inspectors, and since the custom has arisen of appointing Inspectors from among head masters, it seems advisable to make this clear in the statement of conditions of appointment issued by the India Office.

82,652. **(IV.) Conditions of salary.**—(1) A unanimous opinion prevails that these are unsatisfactory and urgently need improvement, the need for which has gone on increasing since it was recognised by the Government of India so long ago as August 1909. The points which call for immediate amelioration are as follows:—

(*a*) The anomaly that increments of salary (apart from personal and special allowances and the salary of the Directorship) cease after ten years. This has no parallel in any other department.

(*b*) The maximum rate, viz., Rs. 1,000 per mensem, is too low, especially for married men, whose income becomes stationary just when their responsibilities rapidly expand, and who therefore find it a severe struggle to maintain a separate establishment in England from time to time, to educate their children, to give them a start in life, and to provide for their family in case of premature death. These difficulties have become accentuated by the recent very rapid rise in the cost of living in India, and to a less extent in Europe.

(*c*) The prizes at the top of the service are too few. In this connection it is desirable to point out that the re-organization of the Indian Educational Service which took place in 1893-1896 had effects which were probably not anticipated. The substitution for the four grades, viz., (1) Rs. 500—50—750, (2) Rs. 750—50—1,000, (3) Rs. 1,000—50—1,250, (4) Rs. 1,250—50—1,500 of a time-scale, viz., Rs. 500—50—1,000 with personal allowances of Rs. 100, Rs. 200—10—250, and Rs. 250—50—500, while it benefited a few men who would under the old rules have been kept longer in the lowest grade on Rs. 500—50—750, did not increase the average pay of the service, but reduced it. Moreover the number of allowances was calculated on the cadres sanctioned in 1896 with no provision for increase. In the last twenty years the number of officers in the service has approximately doubled, but the number of allowances is in most provinces unchanged. The result is the same as if on the old scale the cadres had been doubled but the whole of the increase had been in the two lower grades. The Government of India having recognized the unsatisfactory character of the present arrangements framed proposals to remedy it in 1909. The postponement of sanction to improved arrangements in the first instance and the further postponement rendered inevitable by the appointment of the Royal Commission on the Indian Services has inflicted grave hardship on senior members of the service and caused disappointment to all.

(2) The following proposals would probably be acceptable to the service generally:—

(*a*) That the scale of pay be Rs. 500—50—1,500 and that 20 per cent. of the service be placed on a higher scale of Rs. 1,500—100—1,800, increments being annual and appointments to the higher scale being made by selection on the ground of distinguished service or attainments. The fixing of such appointments at 20 per cent. of the whole service would tend to restore the proportion existing under the old scale. The initial pay of Rs. 500, though higher than that obtaining in other services, is not too high in view of the fact that officers of the service enter it at a later age (*e.g.*, the average age of Indian Educational Service officers at entry in the United Provinces is 28 years), and have generally had experience of educational work. It is moreover significant that an initial salary of Rs. 600 had recently to be given, because no properly qualified candidate could be had on less. The new scale of pay should be sanctioned with retrospective effect, as was done in the case of the Public Works Department and Imperial Forest Service; otherwise senior officers will benefit but little. It is not proposed that officers should receive in arrear the pay they would have received had the proposed scale been in force when they joined, but that they should at once be placed on that pay to which their service entitles them, *e.g.*, an officer of 16 years' service on the date when the new scale is sanctioned should at once proceed to Rs. 1,300; similarly, an officer who is qualified for inclusion in the higher scale should advance to Rs. 1,500 without working through the intermediate stages between his pay at the time when sanction issues, and the maximum (Rs. 1,500) of the lower scale.

(*b*) The salary of the Director should not be less than that drawn by the heads of the other great Departments of State, *e.g.*, the Public Works Department and the Police. His work is not less exacting, nor less important.

(*c*) The Principals of colleges should draw special allowances to remunerate them for their additional duties and responsibilities.

(*d*) The Assistant Director should have a local allowance of not less than Rs. 150 per mensem in view of the greater expense of living at the headquarters of Government, and of the exacting and responsible nature of his work.

82,653. **(V.) Conditions of leave.**—Under this head only the rules regarding long leave and study leave need to be considered.

(*a*) *Furlough rules.*—It seems desirable that these rules should be framed so as to enable officers, especially married officers, to enjoy without severe financial strain a reasonable portion of the furlough they earn. Under the existing conditions of pay and furlough allowances this is an impossibility. The following alternative remedies are suggested:—

(1) that officers might be allowed the option of commuting any two months' furlough due on half pay for one month's furlough on full pay *or*

(2) that the existing furlough rules should remain with the proviso that those regulating furlough allowances be brought into line with those applicable to Indian Civil Service and Royal Engineer officers permanently serving in India, *i.e.*, after eight years' service the minimum furlough allowance should be £500 per annum. Some such minimum is required in view of the necessity for the payment of heavy insurance premiums which do not diminish during furlough and the greater cost of temporary as opposed to permanent residence in Europe.

The postponement of first furlough until after eight years' service is felt to be a hardship by junior members of the service, especially head masters. To these furlough gives practically the only chance of going home; as they are not entitled to privilege leave and their vacations are too short for a visit to Europe save under the most pressing necessity. For these reasons the suggestion is put forward that the first furlough should be permissible after the first four years' service.

(*b*) *Study leave.*—The rules regulating study leave out of India introduced during Lord Curzon's administration appear to have fallen into desuetude so far as educational officers are concerned. Under these rules a maximum of six months' leave could be granted to educational officers to whom furlough was due, such leave counting as active service for pension. Their revival is desirable in order to give to teaching officers facilities for research and for bringing their knowledge up to date and to administrative officers for investigating educational methods in vogue elsewhere. It is also desirable that the restriction confining such studies to subjects having special reference to the needs of the province, in which the officer is serving, should be removed, any genuine study under the safeguards against abuse imposed by the rules being likely to increase the efficiency of officers and thereby indirectly benefit education.

To officers taking study leave a suitable allowance should be granted over and above the minimum furlough pay suggested under (*a*).

82,654. **(VI.) Conditions of pension.**—The present pension rules are defective in two respects—

(1) the pension is too small, its purchasing power being less than formerly owing to the rise in the cost of living;

(2) an officer is not eligible for full pension till he is 55 years old.

These defects could be removed by the adoption of the following proposals:—

(1) that officers of the Indian Educational Service may retire on full pension after 25 years' service, three years' furlough counting for pension as under the existing rule. The concession granted in Articles 403-4 of the Civil Service Regulations by which an officer appointed after the age of 25 is entitled to reckon as service qualifying for superannuation pension the number of completed years (up to a maximum of five) by which his age may at the time of appointment have exceeded 25 years, may still apply to officers who take the superannuation pension at the age of 55. Of the Imperial Services recruited in England only the Educational Service and the Police are required to do more than 25 years' service;

(2) that for purposes of all pensions the sterling value of the rupee shall be 2*s*. This merely requests that the pension be restored to the value at which it stood originally at a time when the cost of living was lower than it is to-day. It may be noted that one half of the Indian Civil Service pension which is not subscribed for, viz., Rs. 5,000, is still converted at 2*s*. for the rupee. It seems not unreasonable to ask that unsubscribed pension for all superior services in India should be converted at the same rate;

(3) that officers of the Indian Educational Service may have the option of retiring after 20 years' service on the pension due under Article 474 of the Civil Service Regulations, the sterling value of the rupee being calculated at 2*s*. It may be noted in this connection that officers of the Public Works Department, Telegraph Department, Imperial Forest Service, and Indian Medical Service all receive pensions at their option after 20 years' service, a concession which enables them to retire at an age lower than 50;

(4) that Directors of Public Instruction who have rendered three years' approved service be eligible for the extra pension of Rs. 2,000 which is granted under Article 642 (*a*) of the Civil Service Regulations to Chief Engineers and others;

(5) that officers of the Indian Educational Service who have rendered three years' approved service on the higher scale of pay be eligible for the extra pension of Rs. 1,000 allowed to Superintending Engineers and others, under Article 642 (*b*) of the Civil Service Regulations.

82,655. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of service into Imperial and Provincial.**—These are difficult and delicate questions, about which unanimity of opinion is not to be expected. There are however certain points on which a general consensus of opinion exists:—

(1) That in the best interests of Indian education it is necessary to reserve a certain proportion of the higher posts, which at present cannot be reduced and stands approximately at 40 per cent., for British subjects recruited in England by the Secretary of State in the manner described under head 1, in order that the direction and control of educational work may be exercised in conformity with European standards of efficiency.

(2) That in consequence a certain definite distinction cannot be avoided in the upper branch of the service, which at present finds practical expression in the terms Imperial and Provincial. This distinction involves a higher rate of pay and special leave rules, which are necessary to attract the required type of recruit, who must have been reared and trained under European influences and traditions. Men of such a type need special financial compensation to induce them to serve in a foreign country under trying climatic and other conditions.

(3) That with these reservations it is undesirable to draw a hard and fast line of demarcation across the upper branch of the service such as exists at present. Objection has been taken to the term Provincial as involving an invidious distinction.

With regard to the best method of giving effect to these generally expressed views no uniformity exists in the proposals put forward. But in view of the public prominence given to the question of the relative employment of Europeans and Indians in the services generally, it seems desirable to state the most fully worked out proposals for the re-organization of the service. They are the following:—

(1) The Indian Educational Service should not be exclusively recruited from Europeans but should be open to Indians and Anglo-Indians by promotion from the Provincial Service for *exceptionally* distinguished work, promotion from the Provincial Service being emphasized because it is held that the most valuable qualifications which non-Europeans can set off against their lack of Western training and of experience of first grade work on European lines is service of proved value in India, and also because such openings would attract capable non-Europeans to the Provincial Service. With a view to preventing any possibility of swamping the Indian Educational Service with Provincial Service men owing to pressure, which it might be difficult to resist, it is suggested that the number of posts filled up in this way should not exceed a maximum of 20 per cent. of the Indian Educational service cadre.

(2) A second proposal is that the upper branch of the department should consist of a single-graded service. For the lowest grade recruitment would be made in India by the Local Governments from Indians and Anglo-Indians. Officers recruited in England by the Secretary of State would enter in the next higher grade. A fixed proportion of appointments in the grades above these two would be filled by selection of deserving officers gradually promoted from the lowest grade. Officers so promoted would draw two-thirds of the pay sanctioned for these higher grades.

(3) A third proposal very similar to the last is that the Imperial and Provincial branches should be amalgamated and that a specified percentage of the appointments should be filled by recruitment in England as described under heading 1. Officers so appointed would supply an element which is admittedly necessary in the department for the maintenance of British character and traditions. To provide the required inducements to attract the proper stamp of men officers so appointed would draw a special home allowance and be eligible for special European leave rules.

82,656. **(VIII.) Relations with Indian Civil Service and other services.**—(*a*) *Official relations.*—Ordinarily these are satisfactory and harmonious. But it is felt that the work of the Education department has increased and is increasing in volume and complexity to such an extent that it deserves to be made the entire charge of a separate Secretary under each Local Government, instead of being classed with the Judicial, Police, and Medical departments under the purview of one Secretary to Government, who changes every few years. The best way of securing for the department the undivided attention and continuity of policy, which it needs, would be to make the Director *ex officio* Secretary to Government for Education, as is customary in the case of the Chief Engineer of the Public Works Department. Such a position would secure him the right of regular access to the Lieutenant-Governor which he now only enjoys by courtesy or custom, and would put an end to the present 'bi-cameral' system, the defects of which as a method of transacting business with harmony and despatch have been severly criticised.

(*b*) *Social relations.*—It is invidious to refer to such matters, for in the long run a man's social position rests on personal considerations and depends upon himself; but in view of the departmentalisation of social life in India, they cannot safely be ignored. There can be no doubt that the Indian Educational Service suffers from an inferiority of official status, which is undesirable, and which can be removed by the following alterations in the Warrant of Precedence:—

(*i*) Officers drawing Rs. 800 but less than Rs. 1,200 to be placed in no. 78 of the Warrant.

(*ii*) Those drawing Rs. 1,200 but less than Rs. 1,600 to be placed in no. 73 of the Warrant.

(*iii*) Those drawing Rs. 1,600 or more to be placed in no. 69 of the Warrant.

These proposals would merely bring the service into line with other services, and would take away the slur attaching to it alone among the services by which officers drawing Rs. 1,000 or less are entirely excluded from the Table of Precedence.

Annexure to the representation of the Members of the Indian Educational Services, United Provinces.

82,657. *DIVERGENT VIEWS OF MR. W. S ARMOUR, Head Master, Queen's Collegiate School, Benares, dated the 6th April,* 1913.

(I.) Methods of recruitment.—(*a*) I do not approve of the idea of co-opting retired officers of the Indian Educational Service on the Selection Board. The chief officers in India at the time would know conditions better, and this proposed co-option appears to me superfluous as well as dangerous.

(*b*) In the list of qualifications (paragraph 82,649) it appears to me that the most important are omitted; character, tact, and *savoir faire*. At the present time surely, mere academic distinctions or teaching experience cannot be said to be the sole requisites. We want men of common sense, of breadth of view who will be able to adapt themselves to the conditions of the country, and I believe that sufficient attention is not paid to this in the selection of candidates.

(*c*) As for the concluding section of paragraph 82,649, I think that in England no Professor or Headmaster would be appointed on a competitive examination and that the chief reason against the system is that in educational matters it is the "person" rather than the written record which is the chief thing that counts and not least of all in Indian schools and colleges. I should dissent altogether from paragraphs which I have described as (*b*) and (*c*) unless this were made perfectly clear.

(III.) Conditions of service.—With reference to paragraph 82,651 (5), I regret that I cannot confess to any strong feeling on the subject, provided the best educationalist is chosen.

(IV.) Conditions of salary.—With reference to the "conditions of salary" though of opinion that our prospects after ten years should be improved if at all possible, I am not at all prepared to assent to all the proposals made to deal with these; and in particular I believe that the two scales proposed would lead to considerable heart burning.

(VII.) Such employment as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.—I am not prepared to accept the principles as expressed, nor am I in agreement with the proposals made in this letter.

I am not in favour of fixing a ratio, but am of opinion that the matter should be left to the discretion of the Secretary of State, who, in each individual case, will be guided largely by the reports of the Local Government and of the Director.

82,658. *DIVERGENT VIEWS OF DR. E. G. HILL, Professor of Chemistry, Muir College, Allahabad.*

(IV.) Conditions of salary.—At present Indian universities do not attract the same class of men as professors as the newer British and Colonial universities. The Indian standard is lower. I think this is due to two facts—

(1) The low initial pay. (Colonial universities offer from £600—£900.)

(2) The grant of pensions. A professor finds that when he has been in India for, say, ten years, he can only resign his appointment by losing all that has been contributed towards his pension. This means that return to Europe or the Colonies as a Professor is practically barred. He becomes tied to India for his whole career. I am sure this is bad.

My suggestion is a much higher starting pay with a lower maximum; no pension but cumpulsory contribution to a provident fund. I think Rs. 1,200—1,500 would attract really good men, the best of those waiting for Home and Colonial appointments. Of this salary at least Rs. 200 should go to the provident fund.

82,659. *DIVERGENT VIEWS OF MR. J. L. WATSON, Professor, Government Training College, Allahabad.*

(V.) Conditions of leave.—Should the proposed reforms of the Leave Regulations for the whole of the Civil Services, which were described as urgent some months ago, be brought into force, there will be no need for the framing of special leave rules for the Indian Educational Service. I do not approve of officers counting their actual furlough taken as double, and drawing full pay. It will tend to induce officers to take only half the furlough due to them, to the detriment of their health.

82,660. *DIVERGENT VIEWS OF MR. P. S. BURRELL, Inspector of Schools, Lucknow, dated 9th April,* 1913.

(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of service into Imperial and Provincial.—It is evidently obligatory on those who desire to abolish the existing division into Imperial and Provincial Services to propose something indisputably better in its place. None of the schemes set forth in the draft appears to me to do so. Their object is twofold: (1) to preserve a practical division, which exists at present; (2) to abolish an alleged invidious distinction. They fail in my opinion, because they attempt the impossible. A division of some kind is the practical consequence of the British administration and of India's need of the European. To some minds such a division will always be regarded as invidious. Hence the possibility of such criticism is inherent in the situation. Whether such criticism rests on any good grounds is open to question. At any rate, it may fairly be said of the present system that it has not only stood the test of experience not unsuccessfully, but that its principle is silently approved by responsible Indian opinion. In the management of the more important educational institutions in these provinces it is the almost invariable custom to appoint Europeans recruited in England to positions of responsibility and control, and to give them special terms. The relative proportion of Europeans and Indians should be determined by requirements, which may vary from time to time, and can, I think, be best adjusted by reference to the cadres of two distinct services, rather than by nicely calculated percentages in a single service. On the whole, in the absence of any indisputably better schemes, I think it would be wise to maintain the *status quo*.

82,661. *NOTE ON METHODS OF RECRUITMENT TO THE INDIAN EDUCATIONAL SERVICE BY MR. C. M. MULVANY, M.A., B. Litt. (Oxon.), Indian Educational Service, Queen's College, Benares.*

(1) The present method of selection by the Secretary of State for India should be retained. The total number of posts to be filled in a year is too small to warrant a special competitive examination, even if the same requirements were applicable to all cases. Nor could the service be recruited on the same competitive examination as the Home and Indian Civil Services. That examination aims simply at selecting candidates who have enjoyed, in general terms, a liberal education. For a professorship of Biology or Political Economy, or Philosophy or Chemistry, more specialized qualifications are obviously necessary. Moreover, the pay and prospects offered in the educational service with its few Principalships and one (if one) Directorship in a province can never make that service so attractive that any sane candidate would deliberately prefer it, if he had the choice, to the Indian Civil Service. At best, therefore, the Indian Educational Service would only get those candidates who just failed to get into the Indian Civil Service, and these would not ordinarily be good enough, quite apart from the need of special knowledge of, *e.g.*, Biology, History, Philosophy, &c. The competition system would, moreover, shut out such possible recruits for the Educational Service as were over age, or did not think this service worth the fag and expense of the competition, or wished to stay on longer at the University or to see a little more of

Europe before deciding to leave it for Asia. Finally, academical degrees are additional ornaments in the Collector's crown, but the indispensable covering of educational nakedness.

(2) The method of selection being retained, more might be done to make the existence of the Service known. A notice (renewed annually) on the Notice-Boards of the Colleges and Universities showing the general conditions of service and inviting persons to register their names and qualifications at the India Office would widen the range of choice. For the information of those who have "gone down," each appointment might be advertised in the *Athenaeum*.

(3) It is of great importance that applications should be made to the India Office, and dealt with by the India Office, directly. The India Office is far better able to judge what the qualifications should be than the Home Education departments, and has a direct interest in getting suitable men which those departments have not. At any rate, as part of the present enquiry, it would be worth while to compare the appointments made before and since the aid of the Home Education department was invoked, or those made without and with their aid in the last ten years.

(4) The results of the method of selection have been severely criticised in recent years. But they would probably turn out to have been better than is supposed if an investigation were held into the number of distinctions conferred on members of this very small service during, say, the last fifteen years. Those who have won these distinctions were not of course appointed in recent years, and, no doubt, if in future men are chosen chiefly with a view to their ability to play games and their willingness to dry-nurse youth out of College, such persons may turn out sufficient, if unexciting, mentors, but they will not constitute a Professoriate capable of lecturing up to a high European standard, or, as members of Senates, of advising on courses of University studies. Still less will they be able to promote or direct original work.

(5) For every class of post in the Educational Service an effort should be made to obtain men of some linguistic ability. At first sight it may seem that a Professor teaching, *e.g.*, a branch of Natural Science through the medium of English has no concern with Oriental languages. But those who have never made a serious, even though unsuccessful, effort to study some Indian language and so obtained some insight into Indian ways of thinking as distinct from class-room imitations of the Professor's ways of thinking, fail hopelessly when called on to shape University policy for they do not bear in mind that there are special needs of India of which education in India should take account. And if modern pedagogical theory has any significance at all, it means that the teacher is effective only so far as he avails himself of what is already in his pupil's mind, and to do this he must know something of the pupil's mother-tongue and its literature. Government does already insist on some knowledge of the language being acquired, so that the worst member of the Educational Service is in this respect far ahead of the great majority of the Europeans at non-Government Colleges. But a professor, or inspector of schools, in India should have enough linguistic ability to make it easy and pleasant for him to go further voluntarily. This might be attained if it were announced that weight would be attached to evidence of linguistic ability, and that for posts on the "Arts" side preference would be given to those who, on the basis of a sound education on the traditional classical lines, have proceeded to the study of Sanskrit, Arabic, or Persian. A knowledge of German gained at a German University is also very desirable for the wider outlook it implies. A thoroughly parochial mind is not well fitted for shaping education in the East.

(6) The best recruiting agency for Professors for the Indian Educational Service would be a body of contented Professors in India whose work in India had procured them fame in Europe, and to become one of whom was itself a distinction for a young man. It may be doubted whether it is only want of ability that prevents the existence at present of such a body as distinct from a few individuals. The Indian University system under which a professor's work is settled for him by a heterogeneous body in which learning is at a discount must bear its share of the blame.

(7) In conclusion, it may be pointed out that the question of recruitment to the Indian Educational Service is only a fragment of a much larger matter. Beside the Government Colleges stand the far more numerous non-Government colleges over the recruitment for which Government exercises no control though it furnishes no small portion of the pay. A list showing the educational history and qualifications of the Europeans on the staffs of these colleges would throw great light on the problem of University Education in this country.

82,662. *THE ALTERNATIVE REPRESENTATION OF MR. J. J. DURACK, M.A., Professor of Physics, Muir Central College, Allahabad.*

(I.) Method of recruitment.—I think that the representation deals with this heading in too great detail and may be considered impertinent at the India Office.

I am opposed to the requirement of linguistic capacity (paragraph 82,649 (3)) because, as pointed out in the Madras Representation, a language examination is unnecessary for Professors; this applies especially to Science Professors.

I am also opposed to the next requirement because it would secure for us the experienced failure, the experienced success will, as a rule, remain at home.

The remarks on competitive examinations are, I consider, unnecessary.

I support the Madras Representation as it stands under this heading.*

(II.) Systems of training and probation.—Professorial (I presume is meant). The important point under this head is this, that Professors come to India fully qualified for their work. [It is true that in general matters they may become more efficient members of the service but it is also true that as specialists they may degenerate and it is as specialists they are employed.] For them, therefore, no system of training is necessary after appointment.

I see no objection to the present period of two years' probation except this, that to my personal knowledge several useful members of the service have been lightheartedly condemned as unfit in recent years. In consequence they left the service.

There should be the ordinary reasonable security of tenure during the period of probation as well as after.

Examination test.—Any reasonable and useful examination for an inspector is an annoying waste of time for a Professor.

I do not feel capable of offering any suggestions concerning the training of Inspectors.

(III.) Conditions of service.—The whole conditions of service, in my opinion, need recasting. I am unable at present to do more than give a very general outline of a new scheme. The essential principle of my proposal is, that professorships in India should be put on the same footing as those in the colonies.

The Educational Service should be divided into two branches, (*a*) Professorial, and (*b*) Inspecting. For each branch there should be a Director, a member of his own branch of the service who would deal direct with an Educational Secretary to Government. This system obtains in France at the present time. There is need for two Directors because there is already too much work for one and there has always been a more or less hard and fast line drawn between the Professors and the Inspectors, the one rarely changing to the other. Now that head masters are recruited with the definite idea of making them Inspectors such interchange will be rarer still. A Director of Public Instruction will consequently, in future, have experience either as a Professor or as an Inspector but not as both and it is unlikely that he would be capable of directing both branches efficiently.

It may be noted that in the Public Works it is found necessary to have two Chief Engineers.

(IV.) Conditions of salary.—At present we expect to get for India Professors of high academical distinction and of successful experience in teaching on

* See paragraph 83972.

pay of £400 a year rising to £800 with a pension of £450 a year after 27 years' service. Considering pension in its most favourable aspect as deferred pay this rate is equivalent to £530 rising to £930 a year without pension. At home professors of high academical distinction and successful teaching experience are paid £800 a year. Those of high academical distinction without the teaching experience are tempted to the colonies and to America on salaries varying from £800 to £1,200 a year. These are the men we also want in India when the climate is more trying than in the colonies. It is obvious we cannot compete against the colonies with the present scale of pay.

For a Professor who comes to India fully equipped for his work a rising scale with such wide limits as Rs. 500 to Rs. 1,800 a month, as proposed in paragraph 82,652 (2), is quite unsuitable.

Keeping the colonial scale in mind I propose for Professors the following scale *without pension.* Rs. 1,200 a month for the first ten years, Rs. 1,300 for the next five, Rs. 1,400 for the next five and Rs. 1,500 after twenty years' service. My scheme includes, in lieu of pension, a provident fund which is discussed in section VI. (below). For Inspectors who increase in efficiency with service a scale of Rs. 700 to Rs. 1,500 also without pension would probably be suitable.

Retirement at the age of 55 would be compulsory as at present.

(V.) Conditions of leave.—I consider the new rules proposed recently by the Government of India quite suitable. As far as they apply to the Educational Service they do not differ greatly from those in force in colonial universities.

(VI.) Conditions of pension.—A married member of the service must provide, in case of death, for his wife and family. If he has no private means this requires a fairly heavy insurance. After paying insurance and the educational fees for his children he has not at present a living wage. This is the cause of considerable discontent and the prospect of pension is of no consolation. I therefore propose the total abolition of pension and the substitution of a compulsory provident fund or insurance redeemable at death or at retirement. The sum proposed is Rs. 200 a month. After 20 years' service this, at 4 per cent. compound interest, would amount to £4,760 and after 25 years to £6,640. The actual pay received would be Rs. 1,000 a month rising to Rs. 1,300 by a Professor and Rs. 500 rising to Rs. 1,300 by an Inspector.

It may be raised as an objection from the Government point of view that the system does not oblige an educational officer to serve any definite length of time. If at any time he is tired of the service he may go, taking with him his savings from the provident fund and losing nothing in the way of pension. It must be obvious, however, that if he is tired of the service, Government also loses nothing by his going. It is also possible that a man may make a name for himself—and incidentally for the service—in India. Such a one may be invited to fill a chair at home as were Sir Thomas Holland and Mr. Lefroy. It would be an injustice that he should lose all his pension after several years' work in India. The possibility of return to Europe is an incentive to work abroad and makes recruitment much easier. Instances of Professors recalled to fill chairs at home after some years' work in the colonies are not infrequent and the institution in which he had served feels honoured, not aggrieved, by his appointment at home.

(VII.) Europeans and Indians.—This question should not arise. I support the representation of the Madras service under the heads of VII (*a*) and VII (*b*).*

* *Vide* paragraphs 83976–7.

Mr. P. S. BURRELL called and examined.

82,663. (*Chairman.*) The witness said he was an Inspector of Schools in the United Provinces, and had been in the Service for a little over nine years. He had spent ten years in teaching in England, partly as a private tutor, but mostly in secondary schools, and for a short time at an Army Crammer's. He was at Oxford University. He represented the members of the Indian Educational Service in the United Provinces. The written statement sent in had been accepted in full by sixteen officers; two had dissented; and four, including himself, had dissented on certain points. He had been entrusted with the duty of drawing up the statement, and in doing so had taken the opinions of certain selected officers representing most of the Departments, and had received the assistance of two other officers. He did not ask the acting Director for his opinion, because the representation had to go through him; and there was one officer on leave who afterwards agreed to it.

82,664. The witness said there were nine Divisional Inspectors and one Inspector of normal schools and training classes in the United Provinces. He thought it was very desirable that the professorial and administrative staff of the Service should remain interchangeable as at present. Previously, Indian Service Inspectors were recruited from Professors, and he believed Provincial Service Inspectors too, but latterly Inspectors had been appointed from Headmasters, with the idea that the duties of a Headmaster provided a good training for the position. He himself came out as a Headmaster from England. He did not think a man would get a good training for the Inspectorate as a Professor, but he did not see why a Professor should not be an Inspector, if he desired and was suitable. When a man had been engaged in teaching Indian students for some time, and was interested in the work, he might make a useful man as an Inspector. By that he did not mean men who were really Schoolmasters, but men who deserved the name of Professors, and who had done good work as Professors. Such had done well as Inspectors. At one time there was a rule that a man would have to become an Inspector if required, whether he wanted to or not, and the Officers thought it was desirable to withdraw that restriction on a man's choice, as there was now a class of man growing up who had been recruited as Headmaster, and who were getting the best training for Inspectorships. He thought that for the duties of an Inspector the training of a Headmaster was better than that of a Professor.

82,665. With regard to selection for the Indian Educational Service, the witness thought the Board suggested in the written statement would be an improvement on the present system, because the members of the Board would probably draw candidates from a larger area. He thought the Selection Committee at present was not in touch with the whole of English secondary education, and probably not the best part of it; certainly some of the best schools in England had nothing whatever to do with the Board of Education, as for instance, some of the Public Schools. He did not mean that the Board of Education did not draw on those schools, but there might be a tendency to draw on their own area more exclusively. That was why it was thought desirable to make the Service as a whole more widely known, and to publish individual vacancies more widely.

82,666. With reference to the remarks in the written statement objecting to competitive examination, the witness said the intention of those who agreed to the statement was that it was desirable, as far as possible, to get men who had had previous educational experience, and if a competitive examination was held it would have to be at an age when a man was just coming from the University and when he could not possibly have had any experience in teaching. On the whole, he thought the scheme proposed would be preferable to an examination.

82,667. As to the standard of entry for a Professor being distinct from that of the administrative branch, the witness said that for certain special posts a special training would be necessary, but ordinarily he should make the qualifications the same, and for both sides of the Service endeavour to get the best men possible. Other things being equal, he should give preference to a first class degree. Quite a respectable portion of the officers now had first class degrees.

82,668. The witness said the officers had not considered the question of the administrative side of the Service being drawn from the Indian Civil Service, but he thought there were certain attractions in it, the chief being that it would mean increased pay. There would, however, be difficulties in applying the scheme. He did not think it would be well to put a man on to inspection as an incident in his career, and on the whole thought the Service should be recruited as a profession in itself, from men who intended to give their lives to it.

82,669. The average age of officers coming into the Educational Service in the United Provinces was twenty-eight, but he himself came in at thirty-three and was ninth on the list. The men who had been recruited lately were generally about thirty. One officer had retired last year and one about five years ago. Personally, he would keep the Indian and Provincial Services distinct as they now existed, for want of something better. He had only put in the note of dissent because he could not see that the proposals in the written statement made any better arrangement.

82,670. The witness said there were twenty-nine Indian Education Service men in the Education service in the United Provinces, and forty-five Provincial men, and two more were about to be appointed. He believed there were posts occupied by officers of the Provincial Service equal in responsibility and importance, both on the administrative and professorial side, to those occupied by officers in the Indian Service, but he thought the Indian Education Service man would count for more than the Provincial Service man. There were seventeen Professors in the Provincial Service and sixteen in the Imperial Service; he would not say that all the seventeen posts in the Provincial Service were of equal importance, some of them being junior Professorships. He thought some of the officers would really be doing work which would approximate to that of a Master of a high Form in an English School, but he had no intimate knowledge of the teaching in Colleges. Taking it that there was a divergence in the work, it might be advantageous to the Service that the posts of greater importance, which might be regarded as equal to posts in the Indian Service, should be placed in the same group. As far as he could make out the most workable system was recruitment by different Services as a rule. If such recruitment was carried out, the posts occupied within the Services would be on a fair range of equality, and if it were shown they were not, any of the posts that were in the lower, i.e. subordinate service, should be placed in the higher.

82,671. The witness considered that the personnel of the Department might be increased with advantage, because of the programmes of expansions that were in the air. The circumstances in Colleges had rather changed of late years. Previously when an Indian student came to College he came into contact with a European Professor immediately, as there were few students, but now frequently he only came into contact with a European Professor late in his career, and that was felt to be a loss to the student. He believed they would benefit if they saw more of the Indian Education Service Professor as a teacher in the class room.

82,672. With regard to the European element in the inspecting branch of the Service, the witness said the Local Government had fixed the proportion of Indians as five Administrative Inspectors from the Provincial Service and four Administrative Inspectors from the Indian Educational Service. When an English Inspector went to England, leave arrangements had been made by means of a Provincial Service man, and taking things as a whole there were not always the full four Indian Education Service Inspectors. He desired to see an increase in the cadre so that there might be officers who could officiate in the absence of their colleagues.

82,673. With reference to the suggestion for an increase of pay, and for 20 per cent. of the Service being placed on a higher scale, the witness said the object was to restore the percentage of special allowances that used to exist. In 1896, there were 3 Personal Allowances and 11 officers, this year there were still 3 Personal Allowances but 29 officers. For the Senior Members of the Service there was not much prospect. He did not put the higher rate of Rs. 1,500 to Rs. 1,800 merely on the ground of posts of a superior character, but on the grounds of meritorious and long service. The scheme should be strictly by selection. The pay between Rs. 500 and Rs. 1,500 should rise automatically as at present.

82,674. The witness said that in the Muir College there were free houses for the Principal and for two Professors, who had certain duties to perform such as looking after hostels, and at Benares there were houses for the Principal and one Professor; and there were houses for some of the Professors at Rurki. Under the scheme, they would be all provided for and he thought the houses should be rent-free as at Benares.

82,675. With reference to the question of short-term Professorships, the witness said that if a man came to India, he should come for good, and he did not see why he should be allowed to go off at the end of five years. It would be of value to have frequent infusions of high-class men to occupy University Professorial Chairs, but that was being arranged for by the Universities, and no further action on the part of Government seemed necessary.

82,676. The witness said that after ten years the officers did not advance in salary, and had to depend on a consolation allowance of Rs. 100 at the end of 15 years. He asked for special allowances for the Principals of Colleges, on the ground that they had greater responsibility for the efficiency and discipline of their Colleges and also for office work, of which there was a good deal. There were two Principals of Colleges in the Province, apart from Rurki.

82,677. With reference to furlough, the witness said the point the Service wished to make was that most people, especially if they were married and had children, were not able to enjoy the leave they earned as they could not afford to do so, and therefore half the furlough with higher pay, or a higher furlough allowance was desired. He believed the proposal to raise the furlough allowance would be preferred by the Service, because any commutation of furlough would mean that a man was deprived of the leave he had earned. The rules for study leave he thought were laid down by Lord Curzon, but it was understood that study leave was not looked upon with favour at the India Office. He thought it would be difficult to limit the period of an officer's service during which it would be profitable for him to take study leave, as a scholar who desired to study might well take the leave at any time during his service.

82,678. The witness said the Service was invidiously treated as regards pension conditions, as compared with other Services. There was no option of retiring at the end of twenty-five years either in the Indian Educational Service or the Police. That arrangement might have been made for the Police on the ground that they are recruited young, but when men were recruited at a considerably older age it was felt to be a hardship. The officers wished for optional retirement after twenty-five years' service as was granted in most of the other Services.

82,679. (*Sir Murray Hammick.*) The witness said that though he himself joined the Service at 33 years of age, he was counted for purposes of pension as having done so at 30. At 55 years of age he would therefore be regarded as having served for 25 years. As between an increase of pension and concessions in the matter of pay, the witness considered that the latter would be preferred by the Service.

82,680. (*Sir Valentine Chirol.*) The witness said he had six districts, making up the Lucknow Division, under his charge. There were 27 English schools altogether, 17 or 18 being high schools. He was also in indirect control of the primary schools. There were 48 middle vernacular schools, 354 upper primary schools, and 921 lower primary schools. In March 1913 there were 58,485 boys in the schools. There were 15 training classes for vernacular teachers, 48 Municipal Board Schools, and one normal school for training vernacular teachers. Vernacular education was managed by District Boards, which largely supplied the necessary funds, but the officers who had to do the work of inspecting the schools, namely, the Deputy Inspectors and Sub-Inspectors, were departmental officers under him. In the rainy season, from the beginning of July to the 15th October (he had to visit the Anglo-vernacular schools by railway, and he saw other vernacular schools which might be in the same places as the Anglo-vernacular schools. In the

cold weather, when on tour, he visited the Anglo-vernacular schools and as many vernacular schools as possible on the line of march. He found it possible to inspect all the classes in the lower primary school in three-quarters of an hour; a middle vernacular school might take three hours, and an upper primary school a couple of hours. An English school would take two or three days. The English schools were so placed that the line of march would not take him to all the vernacular schools, and therefore many of them had to be left to the subordinate agency, but while on tour he came in contact with the subordinate agency and tested their work, which varied. He thought the subordinate agency should have a higher status. It was possible to carry on an efficient inspection of the school in his district by the aid of the present machinery, but it might be necessary in future, as education became more popular, to contract the inspecting division still more. When he first went out inspecting he had ten divisions under him. He thought the subordinate inspecting agency had been growing more efficient.

82,681. (*Mr. Abdur Rahim.*) The witness said there was a difference between the work of an Inspector and of a Professor, but there was not necessarily the same difference between the qualifications of the men, and he would not forbid interchangeability of office.

82,682. With reference to inspecting vernacular schools, the witness said he visited about twenty during the last fortnight. He was sufficiently versed in the vernacular to inspect vernacular schools and made himself acquainted with the teaching carried on in the schools. He had an assistant who gave more careful inspection to the higher vernacular than himself. He himself could manage the lower vernacular schools very well.

82,683. With regard to vacations being too short for a visit to Europe, the witness said this applied only to Headmasters, who had a vacation from May 14 to July 8. It did not apply to the Professors.

82,684. As to study leave, the present Director in Bombay had made a study of Japanese education which formed the subject of a valuable volume. His own Director had gone to England and made a study of the methods of inspection. There was a number of educational matters in Europe about which it would be useful to gain information, and which it might be difficult for a man to study by going abroad at his own expense. A Professor might conceivably desire to improve his knowledge or freshen it up by going back to his old University.

82,685. The witness said he would not care to commit the whole Service to the view that Indian Education Service Professors counted for more than the Provincial Service Professors, as that was only his own personal opinion. There was no complete unanimity on the subject. He had had no experience of professorial work himself.

82,686. (*Mr. Madge.*) The witness said he came out as Headmaster of the Collegiate School at Benares, and had had no experience of inspection in England. The direct value of his English experience was small because the conditions were different, but he thought the indirect value was enormous. He had never inspected schools in India working under the European Code, as there was a special Inspector for such schools.

82,687. (*Mr. Fisher.*) The witness could not say which was the most popular branch of the Service, as men at present were brought out for particuar posts and tended to remain in them. Inspectors were now always recruited from Headmasters in the United Provinces. The appointment of the Headmasters to Inspectorships was quite recent, and he did not remember any case of an Inspector returning either to a Headmastership or a Professorship, but remembered the case of an Inspector who went back to the professorial line on promotion to be a Principal of a College.

82,688. (*Mr. Chaubal.*) The witness said that he served two years as Headmaster at Benares before taking up his Inspectorship. With regard to the Inspector's duties, when he was in a station he was in his office roughly speaking between 10 and 4, and when on tour he had to spend from two to four hours at table work and do a good deal of report writing.

82,689. The witness could not say in what year the last man with a first class degree was recruited, but he remembered a first class man coming out since he had been in India. A high Wrangler had been recruited in Allahabad this year.

82,690. (*Sir Theodore Morison.*) The witness said he thought it was very desirable that a man should be able to go to England at the end of four years and get into touch with things there. A man had a better chance of keeping in touch if he was able to go to England at the end of four years instead of after eight years, and it was useful both to the profession and to the man.

(The witness withdrew.)

Mahamahopadhyaya Pandit Ganga Nath Jha, D.Litt., Professor, Muir Central College, Allahabad.

Written Statement relating to the Education Department, being a corporate representation on behalf of the Provincial Educational Service, United Provinces.

PRELIMINARY.

82,691. Before entering upon the subject of this representation, it will be convenient to describe at the outset the present constitution of the Educational Service in the United Provinces and the pay allowed to the different classes of officers. The higher Educational Service, as at present constituted, embraces the Director of Public Instruction, the Inspectors of Schools, the Principals and Professors of Colleges, the Head Masters of High Schools, the Assistant Director of Public Instruction and some special appointments. The above posts are divided between two separate services called the Indian Educational Service and the Provincial Educational Service as follows:—

(2) *Indian Educational Service.*—The pay of all officers in this branch of the service is Rs. 500-50-1,000, whatever post they might hold. Thus every officer has a starting salary of Rs. 500 and rises by annual increments of Rs. 50 to Rs. 1,000 in ten years. After that there are three personal allowances, one of 250-50-500, and two of 200-10-250 each, which are reserved for Principals of Colleges and Inspectors of Schools and are allowed to them according to seniority and merit. There is a further concession made to this branch of the Service, namely, that if an officer, after reaching the maximum of Rs. 1,000 does not get one of the three personal allowances after completing 15 years of service he gets a special allowance of Rs. 100 as a solatium till he gets one of the three personal allowances. Every officer in this service has thus a chance of rising to Rs. 1,500 in the ordinary course. The only check to the regular annual increment of Rs. 50 that was laid down was that so long as an officer remained as Head Master he could not go beyond Rs. 750. This restriction has also been very recently removed, and these officers can also now rise to Rs. 1,000 like other officers in the Indian Educational Service.

There is a post of Chief Inspectress which carries a special salary of Rs. 400-20-500, but in all other respects (*e.g.*, travelling allowance, official status, &c.) she has the same privileges as other officers of the service.

The post of Assistant Director of Public Instruction carries with it a local allowance of Rs. 100, because the incumbent of this post is at a disadvantage as he has very heavy desk work. This post is reserved for members of the Indian Educational Service.

While travelling, the officers of this service get Rs. 5 as daily allowance as against Rs. 4 or less allowed to the officers of the Provincial Educational Service.

The post of Director of Public Instruction carries a salary of Rs. 2,000, and although it is not included in the cadre of the Indian Educational Service still

under the orders of the Secretary of State it is practically reserved for a member of that service.

(3) *Provincial Educational Service.*—This service is, in this Province, sub-divided into (1) Inspectors of schools, (2) Special Inspectors and Assistant Inspectors, (3) Professors, (4) Head Masters, (5) Special appointments such as Superintendent Reformatory School, &c. Each of these sub-divisions is graded separately, the higher grades being reserved for Inspectors of schools. The minimum pay is Rs. 200 and the maximum Rs. 700, but except in the case of the Principal, Lucknow Training College, no officer can rise beyond Rs. 400 unless he is actually appointed as an Inspector. As a rule, Inspectors are appointed from among deserving Head Masters and Assistant Inspectors, and sometimes recruited directly from the Universities. College Professors are ordinarily excluded from Inspectorships. The maximum of Rs. 700 is only nominal, because there is only one post in this grade and therefore the chances of an officer rising to that grade are very few, especially if he happens to enter the service at a somewhat late age. The Professors, as a matter of fact, never rise beyond Rs. 400 per mensem.

Although, as pointed out above, the grades of Rs. 500 and above are reserved for Inspectors and although these officers are separately graded, still, curiously enough, the whole service is regarded as one under Article 139 of the Civil Service Regulations and one extraordinary result follows from this, namely, that no officer of the Provincial Service gets any acting allowance while he officiates in any post in the same service carrying a higher salary than that belonging to his own appointment; and this applies also to the case when a Head Master is appointed to officiate for an Inspector in the Provincial Educational Service. There is no such restriction in other services, *e.g.*, in the exactly similar case of the Provincial Judicial Service, where Subordinate Judges are graded on Rs. 500 and above and Munsifs from Rs. 200 to 400, a Munsif officiating as a Subordinate Judge gets the usual acting allowance of 30 per cent. or Rs. 500, the minimum pay of a Subordinate Judge.

The daily allowance given to a Provincial Service officer while he is on tour is Rs. 4 or less as against Rs. 5 allowed to the Indian Educational Service officers.

The different branches of the Provincial Educational Service are sub-divided into grades and officiating grade promotion in leave vacancies is specially prohibited, so that an officer in order to get grade promotion has to wait for the death or retirement of the senior officer. The privilege of personal pay on the basis of progressive annual increment enjoyed by the officers of the Indian Educational Service is denied to the Provincial Educational Service and even grade promotions are not always given in virtue of seniority.

It has also been repeatedly declared by the Secretary of State that the Indian Educational Service is for Europeans appointed by the Secretary of State and the Provincial Educational Service is for Indians appointed in India; in other words, even Indians with British degrees and with higher qualifications than those possessed by some European candidates are not eligible for appointment to the Indian Educational Service. While there is this marked distinction between the Indian Educational Service and the Provincial Educational Service in pay and position, it may be pointed out that there is no difference at all between the nature of the duties performed by each class of officers.

82,692. **(I.) Methods of recruitment.**—The higher Educational Service may roughly be divided into three main sections, viz.:—(*a*) College Professors, (*b*) Inspectors, Special Inspectors and Assistant Inspectors of schools, and (*c*) Head Masters of certain schools. (This representation does not deal with the Subordinate Educational Service from which a separate representation will be received.) Recruitment is at present effected both in England and in India—those recruited in England constitute what is called the Indian Educational Service while those recruited in India form the Provincial Educational Service. There is almost entire unanimity of opinion in favour of the abolition of this distinction. The subject will be dealt with in detail under Head VII (paragraph 82,695), but the fact is mentioned here so that the bearing of subsequent remarks may be more readily understood.

(2) The methods of recruitment of the three main sections indicated above will now be dealt with.

(*a*) *College Professors.*—Most of the officers consulted are of opinion that College Professors should be recruited from among distinguished graduates of Universities of good standing and repute in the East and in the West, in the proportion of half and half. The present proportion is 13 European Professors (including two Principals) against 17 Indians. It is not proposed to include in the higher service Assistant Professors or Demonstrators as such; these should belong to the Subordinate Educational Service (the salary in which should rise to a maximum of at least Rs. 350 per mensem). But in special cases Assistant Professors or Demonstrators of proved ability and experience may be promoted to the higher service. Recruitment may be made either in England or India, but a certain percentage (say half) of the entire cadre should be reserved for those who have taken a degree in one of the European, British, Colonial or American Universities of good repute so that the College staffs may always have a considerable number of men who are in close touch with the latest developments of higher education in the West. Similarly a certain percentage (say fifty per cent.) should be reserved for Indians. (Dr. Ganesh Prasad adds that the chairs of Mathematics, Physics, Chemistry, Sanskrit, Persian and Arabic should be reserved for Indian Graduates of European Universities.) Mr. Kempster appears to be the only officer in the Provincial Educational Service who is in favour of retaining the present division. He writes:—"The Imperial Service should consist of pure Europeans, born and educated in the British Isles, whether recruited in England or in India, provided they are graduates of any recognised University." . . . . "All pure Europeans now in the Provincial Service should be transferred to the Imperial Service without further delay." . . . . "The Provincial Service should be composed of Indians, Eurasians and the Domiciled community, provided they are graduates of any recognised University." . . . . "In addition to the Imperial Service for Europeans, and the Provincial Service for Indians, Eurasians and the Domiciled community, there should also be a Subordinate Educational Service." . . . . "The pay in the Imperial Service should be Rs. 500 per mensem rising by annual increments of Rs. 50 to Rs. 1,500 per mensem." . . . . "The pay in the Provincial Service should be Rs. 400 rising by annual increments of Rs. 30 to Rs. 1,000 per mensem." . . . . "The pay in the Subordinate Service should be Rs. 50 rising by annual increments of Rs. 10 to Rs. 300 per mensem." . . . . "If the salaries be as above, then compensation allowance, and in fact all allowances, should be abolished."

(*b*) *Inspectors.*—Most of those consulted are of opinion that Inspectors should, as a rule, be recruited from among Principals of Training Colleges and experienced Head Masters in the higher service (of whom there should be a sufficient number to afford a proper field for such selection). In special cases Assistant Inspectors of proved ability and experience may be promoted to Inspectorships provided that, generally speaking, they have some previous experience as Head Master of a High School. M. Brijbasi Lal, however, suggests that "Two Inspectorships should be reserved for Assistant Inspectors of proved ability and experience although it is very desirable to fill up all the Inspectorships of Vernacular Schools by recruitment from the ranks of Assistant Inspectors." Pandit Sukhdeo Tewari agrees with this suggestion; and Mr. Mewa Ram thinks that "As a rule the vacancies among Inspectors should go to Assistant Inspectors rather than to Head Masters." On behalf of the Assistant Inspectors it is urged that as they have specialized in inspection work and have acted as Personal Assistants to Inspectors they should, as a rule, be promoted to Inspectorships, and that there should be no restriction as to their having previous experience

as Head Masters of English schools, as the Inspector is authorised under certain conditions to depute the Assistant Inspector to inspect Aided or Unaided Middle English Schools.

There is some divergence of opinion as to whether Assistant Inspectors should belong to the Higher or to the Subordinate Service, but the majority seem to hold that they should belong to the Subordinate Service in view of the high qualifications demanded for appointment in the Higher Service and the fact that the Assistant Inspectors are, as a rule, recruited from among the Deputy Inspectors from whom qualifications of the same high order are not demanded.

The Assistant Inspectors are, however, opposed to this view, and press their claim to be included in the Higher Service on the ground that putting them into the Subordinate Service would lower their status, which acquires enhanced importance from the fact that they are in special charge of Vernacular education which is rapidly expanding. It may be possible to meet this suggestion by adopting a new nomenclature; and in case the present Provincial Service is abolished as recommended, the Subordinate Educational Service may be called the Provincial Education Service and Assistant Inspectors may continue to be gazetted officers.

Mr. Holt is of opinion that Special Inspectors whose work has a provincial range and is concerned with English High Schools, should rank as Inspectors of Schools. Mr. Kempster agrees with Mr. Holt in this, provided such officers are highly qualified in the subjects of which they are special Inspectors and at least possess a degree of some recognised University. Mr. A. Aziz thinks "it would be desirable to have an outside element also introduced," reserving only a certain percentage of Inspectorships for Head Masters.

(*c*) *Head Masters.*—The large majority are of opinion that at least 20 per cent. of the Head Masters should belong to the Higher Service, should be recruited from among graduates of recognised Universities and should possess some experience in teaching either in the East or the West. Of these again at least two-thirds of the appointments should be filled by men holding a degree of some British University, and Mr. Holt would include in this category those who "have undergone a recognised European professional training, *e.g.*, the diploma of teaching of the British Board of Education, or of the College of Preceptors (under Royal Charter) England, or of the Science and Arts classes under the control of the Royal Colleges of Science and the Royal Colleges of Art, South Kensington." In special cases, Head Masters of the Lower Grade should occasionally and in recognition of ability and good service, be transferred to the Higher Grade.

82,693. **(II.) Systems of training and probation.**—(*a*) *College Professors.*—Every one is agreed that Professors should be appointed on probation for a year or two, subject to confirmation on the report of the Principal of the College who should take special interest in giving them the necessary training. A course of training at a Training College is not deemed necessary.

(*b*) *Inspectors.*—There is a general agreement that Head Masters selected for appointment as Inspectors should work under a Senior Inspector for a period of one year, before being put in independent charge of a Division or Circle. M. Kirpa Narayan is of opinion that "Assistant Inspectors or Provincial Head Masters eligible for employment as Inspectors may be required to work in the office of the Director of Public Instruction as his Personal Assistant for a period of one year."

(*c*) *Head Masters.*—All are agreed in thinking that Head Masters should be appointed on probation for one or two years, and that, in the case of Head Masters who have no experience of teaching in India prior to appointment, the probationary period should be passed under a senior Head Master of experience or on the staff of a Training College.

82,694. **(III.) Conditions of service.**—None of the officers consulted has any special suggestion to make under this head, except that the conditions of service should be the same for all members of the service—whether European or Indian—and that all posts in the Department should be equally open to all members of the service. On this point practically everyone is agreed.

82,695. **(IV.) Conditions of salary.**—The large majority of those consulted are of opinion that the salary for the Higher Educational Service should be the same in all three sections—Professors, Inspectors, and Head Masters—namely, Rs. 400 per mensem rising by annual increments of Rs. 50 to Rs. 1,250, which should be a maximum attainable ordinarily by all officers of the service.

In the case of Europeans appointed in Europe a special allowance of Rs. 150 per mensem should be given during the first ten years of service. After ten years' service the special allowance should be increased for the next five years to Rs. 200 per mensem, and after 15 years' service to Rs. 250 per mensem. Mr. Holt, however, proposes the starting salary to be Rs. 500, and the amount of the special allowance to be equal to 15 per cent. of the salary, and he would make it available for all Europeans born and educated in Europe, whether appointed in England or in India; while Mr. Manley and Dr. Ganganath Jha would have no special allowances at all. The general opinion is that this special allowance should confer no superior official status or precedence or any other advantage over the rest of the service. Mr. Kichlu is further of opinion that the special allowance should not count towards leave allowances or pension. All are agreed that the travelling allowance should be exactly the same for all members of the service, whether Indian or European. At present members of the Indian Educational Service get a halting allowance of Rs. 5 per diem, and those of Provincial Educational Service get only Rs. 4 or less.

82,696. **(V.) Conditions of leave.**—The consensus of opinion is that leave rules, including those for furlough, should be the same for all members of the Higher Service. The Professors of the Muir Central College and Mr. Cooper suggest that the present rule under which Professors and Head Masters can get privilege leave only on half pay, on account of their enjoying the long vacation, should be modified, so that they could get half the amount of leave due to them on full pay. Dr. Ganesh Prasad suggests that Professors should be granted study leave on terms similar to those obtaining in the Indian Medical Service.

82,697. **(VI.) Conditions of pension.**—Practically all are agreed that an officer should be allowed to retire on full pension after 25 years' service or after 20 years' service under medical certificate. The rules regarding pension should be the same for all members of the service including the rule under which European Educational officers are allowed at present to count an extra number of years to their service under certain conditions. The present rule under which officers entering service at the age of about 30 lose 1/40th of the amount of their pension for every year by which their age on entering service exceeded 30 should be abolished.

82,698. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—Almost all the officers consulted are in complete agreement that the division of the Higher Educational Service into two watertight compartments—the Indian and the Provincial—has been the source of great discontent and disappointment to the natives of India. The ostensible object of this division was to throw open to them some of the posts that were previously reserved for Europeans; but in the practical working of the scheme the natives of India find themselves worse off than they were before. It is true that a few Inspectorships are now reserved for Statutory natives of India, but this is perhaps the only improvement in their position effected by the constitution of the Provincial Service. It must, however, be remembered in this connection that even before the introduction of the Provincial Service they were not altogether shut out from Inspectorships, for such posts were held by them some time or other in practically all the provinces, with the additional advantage that when once they attained to that position there was no distinction whatever in point of salary or status between them and the European Inspectors. As matters stand at present Indian Inspectors not only get a smaller salary, but are in

several ways made to realise their inferior status. To mention only one instance: an Inspector of the Provincial Service is not eligible for appointment as Assistant Director, whereas previous to the institution of the Provincial Service an Indian Inspector was given the chance of officiating as Director. And in point of salary, whereas in old days an Indian officer got the same pay as a European Inspector and could rise to Rs. 1,500 per mensem, the difference under the present scheme, particularly in the case of senior officers, is such as to make it distinctly inequitable. The senior Inspector in the Indian Educational Service gets a salary of Rs. 1,250, whereas in the Provincial Service he gets only Rs. 700.

(2) Regarding Profesorships in colleges the position of natives of India has been in no way improved by the institution of the Provincial Service; for previous to it there were grades for Indian Professors carrying salaries ranging from Rs. 250 to Rs. 375, whereas now their salaries range from Rs. 200 to 400, and the highest grade of Rs. 400 has only been created recently. And so far as the Headmasterships are concerned the Provincial Service has made practically no change: for Indian Head Masters could and did rise to Rs. 400 per mensem—the pay of the Provincial Head Masters before the creation of the Provincial Service. Thus it will be clear that the creation of the Provincial Service has conferred no benefits upon the natives of India beyond giving them a few posts as Inspectors with lower salaries and status. The invidious distinction between the two services, members of which have to perform exactly the same duties, has naturally given rise to considerable discontent, particularly as the highest salary which a native of India, however qualified, can rise up to in the Education Department is Rs. 700.

(3) Until six years ago the Secretary of State often appointed the top man in the Provincial Service to the Indian Educational Service, and although most officers so promoted happened to be Europeans, an avenue of hope was left in the minds of the Indians that if of proved ability they might also be transferred to the higher service. But for the last half-a-dozen years the Secretary of State has resolutely stuck to the policy of not making such transfers, so that now there is no hope of any Indian rising beyond Rs. 700, whatever his ability and reputation may be. As a concrete illustration of the inequalitable working of this division of the service into Provincial and Indian, it may be mentioned that a Head master in the latter service beginning his work under a Provincial Inspector getting Rs. 700 would, in ten years' time, be getting Rs. 1,000 while his superior officer would be getting only Rs. 700.

(4) The division of the service into Indian Educacational Service and Provincial Educational Service appears to be based on some misconception and probably on some incorrect analogy drawn from some other service. A Deputy Collector, for instance, who belongs to the Provincial Civil Service, works under the District Magistrate, who is a member of the Indian Civil Service. But this is not the case in the Educational Service. An Inspector of Schools, College Professor, or Head Master in the Provincial Educational Service has to perform exactly the same duties as a coresponding member of the Indian Educational Service. An Inspector in the Provincial Educational Service works directly under the orders of the Director of Public Instruction, as does an Indian Educational Service Inspector; and the Special Inspectors in the Provincial Educational Service also work under the orders of the Director of Public Instruction, and are directly responsible to him. A Professor in the Provincial Educational Service works directly under his Principal in the same way as an Indian Educational Service Professor. A Head Master in the Provincial Educational Service works directly under his Inspector in the same way as an Indian Educational Service Head Master. When the duties and the work are the same it is difficult to understand the principle on which the existing glaring inequalities in regard to status and salary are based.

(5) It is high time that the present distinction between the two Services should be abolished altogether. It may be mentioned by way of analogy that officers in the Superior Service of the Finance Department all belong to the same service whether they are appointed in England or in India, and their emoluments are the same. The Superior posts in the Postal Department of the Government of India are also held by Europeans and Indians on equal terms, and there is no distinction between them. It may also be added that the distinction between Imperial and Provincial Engineers has recently been abolished in the case of Public Works Department officers. There are no special reasons which render the further retention of the existing distinction necessary in the case of the Educational Service, in which no consideration save that of scholarly attainments should count. If it were argued, for instance, that Indians of the proper qualifications who are fit to be put in the same list with Indian Educational Service officers are not available, it can be said in reply that there are several men in the Provincial Educational Service, even in the less advanced provinces, who can hold their own against officers of the Indian Educational Service. There is no doubt that in the less advanced provinces the supply of such men is not large, but it would not be fair to conclude from this that men are not available. Men, as a matter of fact, are available; but they are not being drawn to the service on account of the inferior position and low pay and prospects of the Provincial Educational Service.

(6) Mr. Cooper is in general agreement with the above views, but differs in details. Mr. Kempster would maintain the present distinction, and would further emphasise it by excluding Indians as also domiciled Europeans from the Indian Educational Service, which he would call the "Imperial Service," only transferring to the Imperial Service without further delay all pure Europeans now employed in the Provincial Service.

82,699. **(VIII.) Relations of this service with the Indian Civil Service and other services.**—Mr. Kempster complains at some length of the inequality of pay, etc., in the Educational as compared with other Services. The disadvantages of the Provincial Educational Service in the matter of pay, acting and travelling allowances, leave, and pension rules, have already been dealt with under other heads. But it may be pointed out here that the maximum pay in the Provincial Educational Serivce is ridiculously low compared even with the Provincial Service in other Departments, although in point of academical qualifications the officers of the Provincial Educational Service are equal, if not superior, to those of the Provincial Civil Service. Officers in the Provincial Civil Service on both the judicial and the executive sides rise normally to Rs. 800 per mensem, and there are several prize appointments on each side to which they have a claim and which carry salaries up to Rs. 1,200.

82,700. **(IX.) Any other points not covered by above heads.**—There is a general agreement that the present distinction in the halting allowance as between members of the Indian Educational Service and the Provincial Educational Service already referred to under Head IV., paragraph 82,695, should be abolished.

PANDIT GANGA NATH JHA called and examined.

82,701. (*Chairman.*) The witness said he represented the Provincial Educational Service, Collegiate Branch, United Provinces. He was Professor of Sanskrit at the Muir Central College, Allahabad, which position he had held for eleven years. He had had no training as a teacher or Professor after finishing his studies at Benares, but he carried on his studies in Sanskrit, and had reason to believe that it was on account of this subsequent work that he was selected as Professor. He had been in the Collegiate Branch for the whole term of his service and was now in the Rs. 300 grade with a special increase to Rs. 400 given to him last March.

82,702. The witness said that all the Service agreed with the main conclusions in the written statement, which had been sent in. The contention was that the

work and duties of members of the Collegiate Branch of the Provincial Educational Service were the same as those of the Professorial Branch of the Imperial Education Service. There were 17 Professors in the Provincial Service, and all the posts were of equal importance with those in the Imperial Service, if the teaching of College classes constituted importance. At least 90 per cent. of the Professors taught all the classes up to the B.A., and also the M.A., when they were allowed to teach. There was absolutely no difference in the character of the work done, as could be seen by an examination of the annual returns submitted by Colleges to the University, where the work done by each individual professor is shown in detail. In the point of qualifications there was certainly a marked divergence among individual members of both services, but the character of the work at present was precisely the same, and on that ground no division in recruitment and remuneration would be justifiable. He did not thing it followed that a divergence in qualifications carried with it a certain divergence in the work done. The difference in the qualification might be very marked and yet both men might be doing exactly the same work; whether they did the work with the same degree of efficiency or not was another matter. There were Provincial Service Professors teaching younger boys and the more senior students, just as the Indian Educational Service Professors taught the fresh men and the senior men. There were people who were demonstrators and Assistant Professors in some Colleges, who did the highest class of teaching work. All Professors in the United Provinces were teaching the same classes and for the same examinations, but of course there might be differences in the efficiency with which they did their work. But the superiority in the efficiency was not always on the side of the Imperial Service.

82,703. With reference to posts in the Subordinate Service being brought into the Provincial Service, the witness said there were only three Assistant Professors in the Subordinate Service, and considering the qualifications of the men they certainly deserved to be brought into the higher Service. The contention was that there should be only one Service for one kind of work. The Educational Service was one in which no other consideration should come in but that of scholarship, and capacity to impart that scholarship to others. All the Professors were discharging work of similar responsibility and they should be similarly paid.

82,704. With regard to recruitment, the witness considered that no recruit should come in before the age of twenty-five. As to the necessity of a European course, he had no experience of European countries, but understood that in certain subjects a man might obtain a better training by residence at European Universities. There were subjects, however, in which no benefit was to be gained by going to Europe, and therefore he would not insist upon a European training for all recruits. He would recruit entirely by selection, but in a somewhat different manner from the present method. At present he understood the practice was to advertise and then to select a man on the basis of his testimonials. That was not very happy in its results, and he thought it would be much better if the selected men were called up for a personal interview by a Committee consisting of two experienced Principals of Colleges and the Director of Public Instruction. The degree a man had taken would only be shown on paper, but the candidate might be required to give a model lesson in order that his voice might be judged, and it could be seen whether he had the power of expressing his ideas in clear language. He had in mind the case of a Professor who had a very brilliant academic career but who could not make himself heard to more than the three men directly in front of him.

82,705. It was suggested in the written statement that half the service should be manned by Europeans and half by Indians, but personally he would not have any restriction. Whenever a post became vacant it should be given to the best scholar available, irrespective of any other consideration. In order to meet the difficulty of having two separate bodies, a Board selecting in India and the Secretary of State in London, the witness suggested that recruitment should be made in London only if suitable men were not available in India.

82,706. The witness then said he was opposed to any differentiation in pay for men who were doing exactly the same work. If any fresh duty was added to the post then of course some special remuneration should be given. He failed to see much argument for raising the pay of Europeans on account of their domicile; the expenses of Indians were not very much less than those of Europeans. Their expenditure on their own personal convenience and comfort might not be so much, but they had to spend a good deal in other ways. No doubt the expenses of a married European with a large family were heavier on account of the education of his children in Europe. It would be interesting to know if European professors in the Educational Service of Australia were paid higher salaries than Australian professors, for Australia was farther from Europe than India.

82,707. The witness was in favour of keeping the Collegiate Branch quite separate from the administrative, as the work of a Professor was entirely different, and on a higher level than that of an administrative officer.

82,708. On the subject of leave, the witness said the vacation each year amounted to eleven weeks, from the 25th April to the 16th July. He thought officers should receive half the amount of privilege leave due to them on full pay in addition to the vacation. If an officer was in bad health but not so bad as to be unable to do his work, he could not take privilege leave because his income was halved, and that told to a very great extent on the health of those officers who did not take privilege leave at all, unless they were absolutely obliged to do so.

82,709. On the subject of an increase in the amount of pension or a decrease in the period of time in which pensions could be earned, the witness said he had not consulted his colleagues on the point, but he himself should prefer the latter.

82,710. (*Sir Theodore Morison.*) The witness said the feeling was very strong on the subject of remuneration, but there was no demand for a reduction of Europeans.

82,711. The witness admitted that he had not had time to refer to the University Calendar to see whether all the Professors in the Provincial Service were shown as full Professors, but they were certainly Professors of separate subjects. He himself was shown in the Calendar as Professor of Sanskrit, and the Professor of Sanskrit of Benares was also shown as a Professor. He believed the whole 17 Professors were called Professors in the Calendar. There was no such thing as a Professor of Logic in the Government Colleges in the United Provinces. At the Benares College, Arabic and Persian were taught by one Professor, but at the Muir College there were two Professors, one for Arabic and one for Persian. There were many students taking Persian in Allahabad: an Indian student would go to a College where the Professor was best qualified in a subject.

82,712. The witness said he had known none of his colleagues who had gone to Europe on study leave, and he did not think the leave rules made any provision for such leave.

82,713. (*Mr. Chaubal.*) The witness said there were 12 Provincial Professors in his College teaching English, Philosophy, Political Economy, Physics, Chemistry, Biology, Sanskrit, Arabic, Persian, etc. In the classical languages one man would teach the same subject from the Intermediate class right up to the M.A. class, but not in other subjects. There were several Professors for one subject and they divided the work amongst themselves. One year a Professor might be teaching History to the B.A. class, and the next year he might be teaching the junior class. The College was partially residential now, as it had a number of hostels attached to it, practically within the college ground. In the hostel there were between 200 and 300 students.

82,714. (*Mr. Gokhale.*) The witness said he had taken the Degree of Doctor of Letters of the Allahabad University and the M.A. of Allahabad, and the title of Mahamahopadhyaya, the highest recognition which Government conferred for scholarship in Sanskrit, was conferred upon him in 1910. Very few Sanskrit Professors in India had received this title.

It was one that used to be conferred upon renowned Shastris of the old school.

82,715. The witness said he started eleven years ago on a salary of Rs. 200 and had now reached Rs. 300, with a special allowance of another Rs. 100, and he had nothing more in prospect. At one time he taught right up to the M.A. Degree, but since the University made it a rule that a Professor should not teach more than four periods he could not take the M.A. class. He took advanced men up to the B.A. and some advanced students he taught at home.

82,716. At the present time there were six or seven European-Indian Education Service men in his College. The European Professors and Indian Professors did the same kind of work.

82,717. With regard to the witness's statement that there was no demand for a reduction of the European element, and his statement that he would like recruitment for Professorships to be as far as possible in India, the witness said that the latter was with regard to the future. In future the men selected in India would naturally reduce the number of men brought out from England. He would recruit in India for all Chairs except English. For certain subjects recruitment might be in India and for others in England. If an Indian was available in England he would select him; he would not keep recruitment in England for Europeans only.

82,718. The witness said there were two Provincial Professors in the United Provinces who were Indians holding European Degrees; one of them was Ph.D. of a German University, and the other a distinguished mathematician of Cambridge. They were both in the Provincial Service and would remain in the Rs. 400 grade for good. Under the present arrangement, even in the Provincial Service, the Professor was the worst off—he starting with Rs. 200 and ending with Rs. 400, while the Headmaster began with Rs. 400 and the Inspector with Rs. 500.

82,719. With regard to the different requirements of European Professors and Indian Professors in connection with salary, leave, etc., the witness thought it would not hurt the feelings of Indians if Europeans were given more furlough, and on specially favourable terms, and more pension at the end of their service, but the same salary should be paid to both classes for similar work. The former being the lesser of the two evils.

82,720. (*Mr. Fisher.*) The witness said the great part of the work at the Muir College was preparing for the B.A.; preparation for the M.A. representing only a small fraction of the work. In the Arts Class he did not think there would be more than ten for the M.A. out of a total of 450 students. He did not know whether other Professors of the Imperial or the Provincial Service at the Muir College had much leisure for independent or scientific literary work, nor whether they had made important contributions to knowledge.

82,721. (*Mr. Macdonald.*) The witness said there were two or three Professors of the same subject in the College, and they arranged between themselves at the beginning of each term who was going to take certain classes; every one of them was entered in the Calendar as being Professor of the subject.

82,722. (*Mr. Madge.*) The witness said that when he spoke of divergence in qualifications he meant divergence in individuals, and not that one Service was better than the other.

82,723. With reference to the difference in expenditure between Indians and Europeans, the witness said that Indians had to support their distant relations as well as near relations, and on occasions of marriages and other ceremonies had to make customary presents; and having regard to the social customs of Indians he did not think the average expenses of the better class were much less than those of Europeans. Those expenses were compulsory and not a matter of choice, if a man desired to remain in Indian society.

82,724. (*Mr. Abdur Rahim.*) The witness said that Indians did not consider it more meritorious to spend money on their own personal conveniences than on their poor relations.

82,725. (*Sir Murray Hammick.*) The witness said that if the Government of Madras desired a Sanskrit Professor in Madras at Rs. 400 a month, he would not apply for the position, but if the salary were Rs. 700 a month, and the work was identical he thought he should apply for it. The desire of the European who came out to India for higher pay than he received in his own country was of course very natural. But whether or not it was right for the employer to give it was a totally different matter.

82,726. (*Mr. Jennings.*) The witness said that at the Muir College there was no Assistant Professor in Sanskrit; he should like to have such an officer with whom he could divide the work, exactly as work was divided in other subjects. He himself would take the M.A. work by preference, and the Assistant Professor would be of help in teaching up to the B.A. There was room for difference of work, but that difference would come in only in connection with the difference in qualifications. He was not opposed to there being full Professors who could teach up to the higher standard and other Professors who would be Assistants, and that principle would hold in connection with other subjects. It would be useful to the College to have such Assistant Professors, but it would be more useful to have all Professors competent to do the higher work. There were four or five Professors of English in the College; but he did not ask that they should all be qualified to teach the very highest classes, although it would be an advantage to have men capable of doing this. If one Professor was qualified to teach to a high standard, and the other only to teach to the B.A., when the first officer went on leave the less qualified officer had to officiate, and for those few months the work of the College suffered. He would not insist on the Junior Professor having the full qualifications of the highest Professor if there was a shortage of funds. There was work in teaching, such as the correction of exercises, essays, and so forth, which could be done by a man of lesser qualifications, thus releasing the higher Professor for more important work. In the Biological Department one Professor, a Doctor of Science, was supposed to be doing higher work, and two in the Chemistry Department. He thought, however, they should all be qualified to do the same work.

82,727. (*Sir Theodore Morison.*) The witness said there were not five Professors of English in the Provincial Service but five in both Services; there were three Provincial Service Professors of English, the third man being the Superintendent of the boarding house and taking part in English teaching. He did not know whether the latter was called a Professor or not. There were no Assistant Professors of English at present.

(The witness withdrew.)

82,728. *The witness subsequently added the following note to his evidence:—*

In addition to the distinction between the Indian Educational Service and the Provincial Educational Service in regard to pay, pension and leave, a further distinction—and a very invidious one—is that no Provincial Service man ever even "acts" as Principal. When the Principalship falls vacant, even temporarily, the work is done by the next senior man in the Imperial Service, even if he be a young man having put in only 4 or 5 years' service; and there are, on the staff of the same college, much older men in the Provincial Service, who have put in 20 or 25 years' service. It is sometimes urged that the European Professor can keep better discipline than the Indian. But those who make this assertion do not know the Indian character. Real discipline—which should be based on respect, and not on fear—is always kept by the Indian student if he finds the teacher competent. In case the teacher is not found competent, no amount of so-called "disciplinary measures" will command "discipline"; it may keep the students "quiet" but it makes the teacher an object of ridicule, and not of respect. It is true that scholarly inclined Indians do not, as a rule, take active part in games. This dislike is infused in the Indian nature: the Indian mind cannot reconcile sound learning and teaching with romping in the fields. Then again it has to be borne in mind this is only a minor consideration, and even in Europe these alone are not regarded as the best Professors who take part in games.

*RAI BAHADUR GYANENDRA NATH CHAKRABATTI, Inspector of Schools, Allahabad, called and examined.

82,729. (*Chairman.*) The witness said he represented the Inspecting Staff and Headmasters of the Provincial Educational Service. He had occupied the position of Inspector of Schools for about twenty years. He was educated in India, and took Degrees at the Calcutta University and at Allahabad. The written statement that had been put in embodied the views of the officers in his branch of the Provincial Service, which consisted of six Inspectors, nine Assistant Inspectors, four special Inspectors, and six Headmasters, or twenty-five in all. The Headmasters had charge of the larger schools, which were all about the same standard. They differed from the schools in charge of Headmasters of the Indian Educational Service mostly in point of numbers and the importance of the place. For example, a place such as Cawnpore or Meerut would have an Indian Educational Service Headmaster. Theoretically there was very little difference in the standard of education given by the schools, but practically he thought there was a difference. A school leaving examination had been started in the superior schools and extra subjects were taken for that examination.

82,730. With reference to the duties of Inspectors, the witness said the Inspectors in both the Provincial and Indian Educational Services did precisely the same work, but the Assistant Inspectors did not. The work performed by the Headmasters depended upon the class of school. In some cases the Headmasters did practically the same work, but generally the Provincial Service men had charge of somewhat smaller schools. The four special Inspectors were Inspectors of Arabic, Sanskrit, Drawing and Science, and they maintained that they should have the same rank as the Indian Educational Service officers. As a matter of fact, the duties they performed were responsible enough, but in some cases the men appointed at present were men of ordinary qualifications and therefore did not rank quite on a level with the Inspectors. He did not think that Assistant Inspectors as a rule were qualified to make efficient Inspectors. Now the Government had laid down that Assistant Inspectors must be promoted from Deputy Inspectors, and Deputy Inspectors were generally recruited from a class that were not so well educated as College Professors and school Headmasters. A Deputy Inspector was supposed to have passed the B.A. and as a general rule he was a graduate. His time was mostly spent in villages and he scarcely kept himself in touch with the higher branches of education. Those facts indicated that there were certain posts in the Provincial Service which were essentially posts of equal importance and value with posts in the Indian Educational Service, but also that there were posts that were not of equal importance. Therefore, in any reorganisation that took place he would approve of a scheme by which the more important posts were drawn together into a superior service carefully distinguishing between the superior posts and those that might be characterised as comparatively less important and therefore assigned to another service.

82,731. The witness was in favour of separating the administrative and professorial branches, but he would not go so far as to say that no exceptions should be made. If it were possible to get a Headmaster or Principal of a Training College with equal qualifications he would be far better equipped to carry on the duties of an Inspector than a College Professor, though witness himself began as a College Professor.

82,732. In order that they might gain a real knowledge of the Schools and Institutions, the witness said the present staff should be increased. It was inadequate at present in his own charge, which was the largest in the province. He believed he had something like 2,500 schools under him altogether. He had seven districts, whereas other Inspectors had not more than six districts, and some only three. Under him there was only one Assistant Inspector with a Deputy Inspector in each district, and he had to rely very largely on what they reported to him, as he could not see all the vernacular schools.

82,733. With regard to the recruitment and training of Inspectors, as a rule he would appoint Inspectors from amongst the Headmasters of the higher service as they would have the necessary experience, but even then he would put them in charge of a senior Inspector for a year to learn the administrative portion of the work, because the Inspector was largely an administrative officer. He thought it was desirable that an Inspector should have had a European training, but did not consider it absolutely necessary. His suggestion was that study leave should be given.

82,734. The witness said he was not in favour of the suggestion that the Inspecting branch of the Service should be drawn from the Indian Civil Service. Education now was becoming more and more specialised, and a person who had to deal with educational problems must have a special training in some way or other. The Civil Service would make an excellent training ground from the administrative point of view, but not from the educational point of view.

82,735. With regard to the suggestion that there were several posts in the Subordinate Educational Service which could be properly included in the lower of the two classes suggested, the witness said he agreed with that view, and thought that all the Headmasters should come into the second group; if the second class was called Provincial he thought all Headmasters of high schools should be in the Provincial Service and Deputy Inspectors should also come into that Service. The qualifications for Headmasters were very fair and it was very difficult to raise the qualifications of Deputy Inspectors.

82,736. It was claimed in the Service that the leave rules should be the same as those for Europeans. At present in the European Service a man who had served 24 years had six years' leave counted towards pension, whereas in the Indian Service he could only get one year in 25 years. He could take two years' furlough but unless spent out of India only one year would count towards pension. Assuming that the leave rules were improved and made more compatible with the requirements of Indians, he thought a certain amount of distinction might be made between the European and the Indian on account of the former having to go to Europe, but the distinction should not be on the present basis.

82,737. With regard to pension, at present 30 years' service was necessary, which meant that an officer had to enter at twenty-five years of age if he was to complete his time before he was 55, and some people could not enter at that age having regard to the standard of education. He considered that 30 would be the proper age for entering the Educational Department in its higher branches and that pension should be earned after 25 years' service, so as to give every one a chance of getting a full pension.

82,738. (*Sir Murray Hammick.*) The witness said he had been to Europe many times, but not on study leave. The highest pay he could reach was Rs. 700, and lately there had been a personal allowance of Rs. 100 pending the decision of the Public Services Commission. The grievance was felt and admitted by the Government of India, and some senior officers who might retire before the recommendations of the Commission were put into practice, had Rs. 100 given to them as a kind of solatium. He thought about six such allowances had been given in the United Provinces.

82,739. (*Mr. Abdur Rahim.*) The witness said there was only one post of Assistant Inspector that carried

* This witness was examined upon the same written statement as the immediately preceding witness (*vide* paragraphs 82,691–700). The former represented the Collegiate Branch of the Provincial Educational Service, the latter the Inspecting Staff and Headmasters.

Rs. 400, and only one post of Professor carrying that sum in the whole service.

For the inspection of vernacular schools a knowledge of the vernacular was necessary. No high degree of efficiency in the vernacular was required for the primary schools, which only taught up to a primary standard. For the vernacular classes in the high schools there were special Inspectors, and also special Inspectors in Arabic and Persian.

82,740. (*Mr. Madge.*) The witness said his view that a Headmastership was a good qualification for an Inspector's office, was based upon experience. He did not think it was necessary to make an Inspector's office quite separate and distinct, but there was a loss of force if an Inspector having administrative experience in addition to a Headmaster's experience, went back to a Headmastership. That consideration really made for a separate Department for inspection.

82,741. (*Mr. Fisher.*) The witness said it would be an advantage if Inspectors could be put through a course of pedagogy in a Training College at any time in their career, but he should not consider it a *sine quâ non*. He thought there was sufficient equipment in Training Colleges to provide training for Inspectors if necessary.

82,742. (*Mr. Sly.*) With reference to the age of recruitment to the Education Department, the witness said that in order to take a high degree a man had to study up to the age of twenty-four and then had to go through the Training College, or other preliminary training which brought him up practically to the age of 30. The Provincial Service men now being appointed had generally been Professors, Deputy Inspectors or senior teachers, but occasionally direct recruits were taken. For direct recruits thirty years of age was too old.

82,743. The witness then suggested that promotions from the revised Provincial Service into the Imperial Service might be made in exceptional cases, but ordinarily the qualifications needed for the higher service should be greatly superior to that demanded in the lower, and this meant separate direct recruitment. His idea was that Deputy Inspectors should be placed in the new Provincial Service, as their qualifications could not be compared with those of the men in the Imperial Service. If, however, a man had good academic qualifications and was doing specially good work he might be promoted. It would be difficult to improve the qualifications of Deputy Inspectors, because they were themselves promoted from Sub-Deputy Inspectors who generally began on Rs. 50, and they had no means of improving their knowledge. Teachers also began on Rs. 50 or Rs. 60, but a teacher who desired to rise and make himself efficient could go on studying until he was fit to become a Headmaster. The Sub-Deputy Inspector, however, had to spend eight hours a day in inspecting village primary schools, and therefore had not time to educate himself. Sub-Deputy Inspectors were recruited direct from Graduates or Intermediate men.

82,744. (*Mr. Gokhale.*) The witness said he had taken the M.A. at the Calcutta University with First Class Honours in two subjects, and was a Medallist. He had also taken the Law Degree of the Allahabad University and was first in his University. He was practically the senior officer of the whole Service, including the Indian Education service, except Dr. Venis. He reached the grade of Rs. 700 ten years ago, and had had no promotion since. There had been instances in the past of Provincial Service Inspectors being promoted to the Imperial Service. For instance, two predecessors, who were the top men in the Provincial Service, were promoted. Both were Europeans. Witness's immediate predecessor had no kind of degree at all. Similar promotion, however, had not been offered to him, although no dissatisfaction had been expressed by Government with his work as Inspector. The public reports always spoke of his work as being very efficient. It was certainly a grievance to him that while his two predecessors were promoted to the Imperial Service he himself was not promoted.

82,745. With regard to the six Headmasters in the Provincial service who were Europeans or members of the domiciled community, the witness said one of them had taken a Cambridge B.A. after he became a Headmaster, two others had Allahabad B.A.'s and two had no Degrees. One post is vacant. There was not a single Indian holding one of those Headmasterships.

82,746. (*Mr. Chaubal.*) The witness said that out of the nine Inspectors of Divisions in the United Provinces three only were Indians, and an Indian never rose beyond Rs. 700, and that figure except for the recent allowances was only carried by one post. He thought the three Indians could be increased without any loss of efficiency so far as inspection work was concerned. The salaries of the Headmasters of the 43 schools in the Subordinate Service ranged from about Rs. 150 to Rs. 350; in the non-Provincial Service there were Headmasters who had taken the Degree of B.A. or M.A., and those officers had no chance of rising beyond Rs. 350 unless they were taken into the Provincial Service, as was often done. When there was a vacancy they were transferred from the Subordinate Service.

82,747. (*Sir Theodore Morison.*) The witness said the six Headmasters in the Provincial Service received Rs. 400 and in some cases a personal allowance, which made Rs. 500. With regard to the 43 Headmasterships of high schools in the Subordinate Service and the six in the Provincial Service, the witness said his proposal was to have a certain percentage of Headmasters in the Imperial Service and the rest in the Provincial Service, and supposing his proposal were accepted he would recommend promotion from the Provincial Service very rarely. The Inspectors would be drawn from the 20 per cent. which he proposed should belong to the higher service. That would give a total of ten Headmasters. He thought as a minimum a man should be three years a Headmaster before being made an Inspector. He did not think the proposals involved a substantial reduction in the number of Europeans employed in education in India. He thought the most qualified man should be appointed regardless of race, and he would have all the appointments made by the Secretary of State on that basis.

(The witness withdrew.)

At Delhi, Thursday, 27th November, 1913.

PRESENT:

The Right Hon. the LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

The Earl of Ronaldshay, M.P.
Sir Murray Hammick, K.C.S.I., C.I.E.
Sir Theodore Morison, K.C.I.E.
Sir Valentine Chirol.
Mahadev Bhaskar Chaubal, Esq., C.S.I.
Abdur Rahim, Esq.
Gopal Krishna Gokhale, Esq., C.I.E.
Walter Culley Madge, Esq., C.I.E.
Frank George Sly, Esq., C.S.I.
Herbert Albert Laurens Fisher, Esq.
James Ramsay Macdonald, Esq., M.P.

And the following Assistant Commissioners:—

J. G. Jennings, Esq., M.A., Indian Education Service, lately Principal, Muir Central College, United Provinces.

M. Crosse, Esq., Inspector of Schools, Lahore.

M. S. D. Butler, Esq., C.V.O., C.I.E. (*Joint Secretary*).

Rai Bahadur Dr. Sundar Lal, LL.D., C.I.E., Vice-Chancellor of the University, Allahabad.

Written statement relating to the Educational Service.

82,748. The educational services in these provinces (as in other provinces of India), from the point of view of the nature of the duties they have to perform, may be divided into two branches, *viz.*:—(i) the administrative branch, and (ii) the professorial or tuitional branch. The Director of Public Instruction for the United Provinces is the head of both these branches. He has, under him on the administrative side, a large staff of Inspectors, Assistant Inspectors, Deputy Inspectors and Sub-Deputy Inspectors, to help him in the general administration and control of his department. The professorial or tuitional branch comprises the principals, professors, assistant professors, lecturers and demonstrators in the various State colleges; and the head masters and teachers in the various schools maintained by the State. Besides the colleges and schools maintained by the State, there is a large number of private and aided colleges and schools inspected by the Universities or the Department of Public Instruction as also a large number of elementary schools maintained by the district and municipal boards or aided by them as well as similar institutions maintained by private persons or by missionary and other bodies, over which that department exercises general control. The demands of the two branches of the service as to the qualifications required of the staff are not identical in all respects and I, therefore, propose to deal with them separately in this note. I may note that in each of these branches, the officers employed are broadly speaking divided at present into three grades or classes of service, *viz.*:—(i) the Indian Educational Service, (ii) the Provincial Educational Service, and (iii) the Subordinate Services.

(2) The tuitional branch of the service comprises the staff of:—(*a*) the colleges and schools for general education, and (*b*) the technical and industrial colleges and schools. Institutions of the latter class include the college of Civil Engineering at Rurki, the Technological Institute proposed to be established at Cawnpore, and the various Industrial Schools recently established by the Government at various centres of population; as also the Agricultural college at Cawnpore; the Medical college and the school at Lucknow and Agra respectively, and the University School of Law, established by the University of Allahabad. The staff of the institutions of the latter class is necessarily recruited from among persons possessing the special qualifications requisite for each of these institutions and on special terms and conditions of service. I do not propose to deal with them in this statement. The only technical institutions with the staff of which I propose to deal are those of the Higher Grade Teachers' Training College at Allahabad, and the Training College at Lucknow and the Normal Schools.

(3) It will, perhaps, be not out of place here to give a short history of the Educational services in these provinces and the vicissitudes which they have undergone till now. The Educational Department was created in the Province of Agra in 1855, and in the Province of Oudh in 1864. In 1868, some officers of the department applied to the Director of Public Instruction to be placed on the same footing as that held by the members of the same service in Bengal under Resolution of the Government of India No. 1212, Financial Department, dater 13th July 1865. By this Resolution the appointments under the Bengal Government had been arranged in four classes, and a progressive salary attached to each. This request was granted by the Government of India by its Resolution No. 984 of the Financial Department dated 1st June 1869. The graded services constituted according to these resolutions consisted of the following grades (as was the case in Bengal) *viz.*:—

	Rs.		Rs.
1st grade ...	1,250	rising to ...	1,500
2nd ,, ...	1,000	,, ...	1,250
3rd ,, ...	750	,, ...	1,000
4th ,, ...	500	,, ...	750

The admission to this higher grade of service was open to all qualified persons, irrespective entirely, of race, creed or colour. Under the rules governing the admission to this service, Indian officers (*i.e.*, persons of purely Indian descent or statutory Indians) were freely admitted into it, and rose in due course to the highest rank in the service in every part of India. We had, for example among others Babu Bhudev Mukerji in Bengal drawing a salary of Rs. 1,500 per mensem, Raja Siva Prasad Bahadur, C.I.E., in the Province of Agra, drawing Rs. 1,000 per mensem, and Rai Durga Prasad Bahadur, in the province of Oudh drawing Rs. 750 per mensem. An Indian gentleman rose even to the rank of Director of Public Instruction in the Province of Berar. About a sixth or seventh of the higher grade appointments came, in course of time, to be filled by Indians. This was at a time when the door of admission to the higher grades of the public services was closed to the Indians in almost every other important branch of the public services with the exception of the higher judicial services in which one Indian Judge was appointed to the Bench of each High Court. With the encouragement thus given it was not surprising that the Educational Department attracted the best Indians to the service. As many competent and qualified Indian gentlemen were not available in those days to fill the professorial chairs (except in the case of oriental classical language), it was in the Inspecting branch of the services that Indians rose to high positions everywhere. There was also a special grade established for Subordinate Indian Professors, the pay being Rs. 250 per mensem rising to Rs. 375 per mensem.

(4) In the early eighties, the statutory Civil Service was created to open the door for the admission of Indians to appointments reserved for the Civil Service and till then recruited exclusively by open competitive examination in England. Persons so admitted to the service received two-thirds of the pay of the covenanted Civilians recruited in England. The analogy of that system was extended to the Educational service in India. Indians appointed to the servise after 1882, received only two-thirds of the salary which those appointed before the introduction of this retrograde measure were drawing and which was still drawn by their European colleagues who performed exactly the same duties and were invested with exactly similar responsibilities. This change, which in the Civil Service was introduced to open the doors of that service (hitherto closed to the Indians), for the first time closed to them the doors to the higher Educational service, on an equal footing with their European colleagues as to pay and emoluments. This was the first retrograde step taken to the prejudice of the future Indian members of the service and to the great discouragement of education in these provinces. Under the operation of this measure the distinguished scholar and educationalist who was recently acting as the Director of Public Instruction in the Uuited Provinces draws only two-thirds of the substantial salary of his grade which his colleagues recruited from England are entitled to draw.

(5) The position of the officers in the subordinate grade of the Educational service (*viz.*, those drawing salaries under Rs. 500) remained unaffected, except that even the poorly paid grade of service for subordinate Indian professors was abolished. In this class were comprised Indian professors of oriental classics, assistant professors or lecturers, professors of mathematics. Each Government College (except the Muir Central College at Allahabad, which had a European Professor of Mathematics) had an Indian Professor of Mathematics whose salary was Rs. 250 per mensem rising to Rs. 375. This system of grading ceased to exist. When the Muir Central College was opened, the establishment of a vernacular department was in contemplation and an Indian gentleman (Shamsululuma M. Zakaulla Khan Bahadur), was appointed to the post of the Superintendent of the proposed department on a salary of Rs. 300 per mensem. This department was never actually opened, and the officer appointed continued to act as Professor of Arabic and Persian in the Muir Central College and drew that pay till his retirement from the service.

(6) The recommendation of the Public Service Commission of 1886, which resulted in division of services into (*a*) the Imperial service, and (*b*) the Provincial service, created another, on this occasion, complete bar to the admission of Indians to the higher services and was the second retrograde step which has caused much disappointment. As in the case of the Civil Service, a Provincial branch of the Educational service was created which was to be recruited in India. The salaries of the Indian professors in this branch of the service was originally fixed at Rs. 200 per mensem with one appointment (the one which was originally intended for the Superintendent of the Vernacular Department of the Muir Central College) on Rs. 300 per mensem. During the administration of Sir James La Touche the salary of the lower grade was raised to Rs. 250 per mensem and one appointment carrying a salary of Rs. 400 per mensem was created. In the administrative branch there were some appointments which carried Rs. 500, or Rs. 600 per mensem, with one appointment of Rs. 700 per mensem.

(7) With much poorer prospects now left open in the Educational Department, the best men ceased to join the department, or if they did join it, it was only temporarily until a better job could be found. Those who were already in the department gradually left it and joined the subordinate, judicial or executive departments or the Bar. Many of the well-known and distinguished members of these services and many of the prominent members of the bar were at one time members of the Educational Service. The now most senior and distinguished member of the provincial service in the United Provinces took up the study of law and having passed the law examination actually joined the Bar but was induced to return to the Educational Service by hopes of better prospects held out to him, and which were only realized by his transfer to the line of Inspectors. Of the two Indian Professors of Mathematics getting Rs. 250 to Rs. 375 per mensem, one was drafted to the Inspecting branch and the other into the statutory Civil Service in which he rose to the highest rank possible to him in that service (that of the Magistrate of the district) and retired the other day after a distinguished career.

(8) Whatever may have been the state of affairs when the Indian Public Service Commission of 1886 was holding its sittings, Indians of high educational attainments can be found now without any difficulty, if suitable career is open to them in the Education department. I have before me the case of a young man who attained the highest degrees of our University with distinction, and was selected for one of the scholarships awarded to students for study in England. There, too, he passed some of the highest examinations with distinction and was very well spoken of by the English Professors with whom he had studied. On his return to India he was only offered one of the assistant professorships on Rs. 120 per mensem. He had of course to ultimately join another profession. The class of men now available in India may be seen at a glance on the list of the present Provincial service. Notwithstanding the very discouraging prospects of the service, we have now in the cadre men such as Dr. Ganesh Prasad, who is a Professor of Mathematics in the Queen's College at Benares, on a substantive salary of Rs. 250 per mensem (with a personal allowance of Rs. 150 per mensem recently given). He is a distinguished graduate of the Allahabad University of which he obtained the degree of Master of Arts in Mathematics. He continued his studies and researches in Mathematics for several years and his worth was recognised by the University conferring on him the highest degree that it confers, namely, that of Doctor of Science. Having obtained one of the State scholarships awarded for study in Europe he proceeded for further studies to Cambridge and Germany, and on return after several years of study was only given an appointment of Rs. 200 per mensem! He has advanced one more step in emoluments by promotion to Rs. 250 per mensem, and but for the personal allowance recently given to him he has no further prospect in the service for years to come. The youngest English graduate in Mathematics selected by the Secretary of State will be put over him and get double his salary as his starting pay!

Another distinguished graduate of the University is Dr. A. P. Sircar on whom was conferred the degree of Doctor of Science nine years ago (*i.e.* in 1904). He is in the Provincial service on a substantive salary of Rs. 250. Another Indian scholar, similarly circumstanced is Dr. Ganganath Jha who obtained the degree of Master of Arts in Sanskrit in 1892, and later on obtained the high degree of Doctor of Letters, which is conferred after many years of higher study and research and only on persons who are considered worthy of so high a distinction. He was appointed a salary of Rs. 200 per mensem which was increased to Rs. 250 per mensem later on. He too has recently been given a personal allowance of Rs. 150 per mensem. It is not desirable to confine men like them to the limited prospects offered by the Provincial service and place over their heads young European graduates of less experience and standing and lower qualifications. Cases occur constantly of distinguished Indian graduates leaving the Educational service to join the Provincial Executive service.

(9) I think that the Educational service in India might be reconstituted on the following lines:—

(*a*) the distinction between the Imperial and Provincial should be entirely abolished.

(*b*) the services might be broadly divided into three sections, *viz.*:—(i) the full Professorial service, (ii) the service of Lecturers, Assistant Professors and Demonstrators, and (iii) the subordinate service.

(*c*) The pay of the members of the full Professorial service should rise from Rs. 500 per mensem to Rs. 1,500 per mensem as originally graded.

(*d*) The service should be open to all subjects of His Majesty both European and Indians. The Local Governments might be empowered to fill not less than

one-third of the posts by—(i) by direct appointment of qualified Natives of India including statutory natives of India, and (ii) by promotion from the service of Lecturers, &c.

(*e*) The remaining appointments might be filled up by the Secretary of State. Indians with English academical qualifications might be declared eligible for nomination by him.

(*f*) The salary of officers of the grade of Lecturers, Assistant Professors and Demonstrators should rise from Rs. 200 per mensem to Rs. 500 per mensem. This branch of the service should be recruited entirely in India.

(*g*) The subordinate service might comprise all appointments which carry salaries below Rs. 200 per mensem.

(*h*) There should be similar grade for the administrative branch of the service (*viz.*—one carrying a salary of Rs. 500 per mensem rising to Rs. 1,500 per mensem, and a grade carrying a salary of Rs. 200 rising to Rs. 500).

(*i*) The Head-Masterships now reserved for members of the Indian Educational Service should, for the purposes of promotion, be grouped with the administrative branch, the said officers being eligible for promotion to the administrative branch.

(*j*) The recruitment of professors should be of specialists of experience and position on such salaries as may be necessary to secure the services of men of the class required.

(10) I think qualified Indians can now be found in almost all the subjects to take up the highest classes of our colleges. There is not much advantage in appointing new graduates of a European University to this branch of the service, except for the chair for the English language and Literature (and perhaps Biology as at present the number of Indian graduates in this subject is but small).

(11) Distinguished graduates of Indian Universities (especially those who after years of subsequent research and study have been considered qualified for the degrees of Doctors in their respective faculties) are, I believe fully competent to teach the B.A., M.A., and M.Sc. classes. The standard of Indian degrees has risen very much since the Commission of 1886 held its sittings. Both the colleges and the courses of study now go up to a very much higher standard and every day further steps are being taken in the same direction. With the establishment of University professorships and readers for higher research work, the position will be very much better indeed. I venture to think that for all ordinary tuitional purposes and lecturerships, Indian graduates should be largely employed. We should import from Europe only persons of much higher qualifications in their own branch of learning to fill up the chairs. It would be a waste of money to bring out ordinary English graduates for work which can be and is being done equally well by Indian graduates. For European professors of the qualifications now referred, the salaries at present offered are utterley inadequate. The salaries fixed for University professorships is Rs. 1,000 to Rs. 1,200 per mensem. I think scholars and scientists with special qualifications should be engaged to direct the studies in the principal branches of study in the State colleges. They would have to be engaged on special terms, and the salary may be fixed according to the special qualifications of the gentleman engaged for the work and may be anything between Rs. 750 per month to Rs. 1,500 per month.

(12) For filling up the chairs in our colleges the best men available irrespective of race, creed and colour should be chosen. Whatever reason there may be for maintaining a preponderance of the European element in the administrative branch, there is no reason or necessity for imposing such a condition for the professorial branch. We might in this respect follow the example of the University of Oxford which selected for its Sanskrit chair, the most eminent scholar available in the person of a German (Sir Frederick Max-Muller); for the chair in Jurisprudence a Russian (Professor Vinogradoff), and for the chair in Forestry another German (Sir William Schlich).

(13) On the question whether it was desirable to reserve any, and if so, what chairs for Europeans, the deliberate opinion of high and responsible educational officers examined before the Public Service Commission of 1886 was in the negative. The then Director of Public Instruction for Bengal in his note stated:—"The question of race is really indifferent. Given certain qualifications it is immaterial whether the possessor of them is a native of England or a native of India." Mr. White, the then Director of Public Instruction in our own Provinces, stated:—"But they are not, in my opinion, appointments with regard to which race distinctions are of importance. For professorships, we required men trained in the best culture of Europe; but whether they are natives of these Provinces, Europeans, or Eurasians, is not important, provided the necessary qualifications are present."

(14) Indian professors should be allowed study leave on liberal terms, to enable them to improve their knowledge by further study in Europe and in any case their pay and prospects should not be inferior to those offered by the Provincial Executive or Judicial Service. The members of these services rise to much higher appointments and are promoted to the posts of District Magistrates and District and Sessions Judges, and even to High Court Judgeships. It is a noteworthy fact that the three highest judicial appointments now held by the Indians in these provinces (*viz.*, two High Court Judgeships and one Judicial Commissionership) are filled up by members of the Subordinate Judicial Service.

(15) In view of the great and ever-increasing importance of the Department of Public Instruction, in provinces where there is no Executive Council, the Director of Public Instruction should be in direct official contact with the head of the Government. He should be the Minister of Education. The importance of the subject has been recognised by the appointment of a specialist in education to the Council of the Secretary of State for India and of an Education Member in the Council of His Excellency the Viceroy. In provinces where there is an Executive Council one of the Councillors should be specially placed in charge of public education. Until this very desirable reform can be introduced one of the Secretaries to the Local Government should be an educationist in special charge of his own department. Education at present is in the charge of one of the Civilian Secretaries, who has no special knowledge of the details and needs of the Educational Department. Education is one of the several departments over which he has to divide his attention.

(16) The pay and prospects of the subordinate grade of teachers in our secondary schools has recently been revised by the committee appointed to consider the entire subject of secondary education and the committee recently appointed to consider questions relating to elementary education has made recommendations for revising the pay and prospects of Assistant Inspectors and Deputy and Sub-Deputy Inspectors and teachers of primary schools. I think these recommendations are suitable and for the present sufficient.

(17) I think the pension now permissible to officers in the higher grades of service is inadequate. A college professor who retires after many years of good service ought to get enough by way of pension, to render it unnecessary for him to find other means of livelihood.

DR. SUNDAR LAL called and examined.

82,749. (*Chairman.*) The witness said he attended before the Commission as the Vice-Chancellor of the University of Allahabad. In his written statement he had discussed the question of the future administration of the Service under the two separate heads of the administrative and professorial branches. He advised that these should be kept quite distinct and separate from each other as far as possible. There might be occasional transfers from one to the other, but they should be within very confined limits. Members of both branches should be eligible for the Directorship of Public Instruction. His general con-

tention was that, before the introduction of the two-thirds rule and the creation of the Provincial Educational Service, the best Indians were available for the Educational Department, but since 1882 the same class of men did not come forward, and if by any chance a man of wide qualifications did enter the Service, he sooner or later left it.

82,750. With regard to the question of a foreign service allowance, the witness agreed that, apart from the cost of living, there might be extra expenses attaching to a European, such as his wife being separated from him and his having to keep up another establishment, and to send his children to be educated in England; and it was reasonable that such matters should be taken into consideration.

82,751. The witness said he knew of a good many instances of resignations from the Educational Service following on the creation of the Provincial Service. He attributed those resignations to the fact that officers, considering that they were themselves occupying a position of equivalent responsibility to officers in the Indian Service, left out of dissatisfaction on account of the anomalies, and also because their prospects were practically *nil* as compared with the other Services. Such resignations had been a distinct loss to the Service. His solution of the problem was that the basis for the Educational Service in the future should be that of work done, and he suggested by way of putting that into operation, a triple division. His scheme for dividing up the Professorships into three divisions was in existence before the new rules came into force; it was only falling back to the old state of affairs. The distinctions of responsibility and work were sufficiently marked to enable the Professors to be put into three definite categories. He would grant the appointments in the following manner: He would put the demonstrators, who were generally young graduates, who had passed examinations with distinction, and whose salary was Rs. 150 rising to Rs. 200, into the third class, if there were no better appointments available. The second class he would constitute of the senior men, such as Assistant Professors and Assistant Lecturers; and the first class would be composed of specialists with a certain amount of experience and knowledge.

82,752. With regard to recruitment, he would recruit the third class entirely in India from the young graduates of colleges. The second class he would recruit partly from the third class, and partly direct from men who had a somewhat higher qualification; while the first class would be composed of gentlemen of pronounced experience and ability in their specific scientific branches.

82,753. With regard to pay, for the third class the initial salary he would recommend would be Rs. 200; for the second grade Rs. 250 rising up to Rs. 500; and for the first grade Rs. 500 to Rs. 1,500, with a selection bar at Rs. 1,000. He would like to include in the first class all Professorships drawn from both the present Services.

82,754. At present there were 17 Professors in the Provincial Service in the United Provinces. He did not think every one of those Chairs should be put into the first class; certain of them he would put in the second class. He would bring certain posts in the subordinate ranks up into the second grade. He would leave the proportion of men to be promoted from the lower to the higher rank to the discretion of the Government.

82,755. He would prefer Indians to be nominated, but he thought a local Government had a more intimate knowledge of men in India than the Secretary of State, who could only act on recommendations.

82,756. For some time in the future there would have to be a substantial proportion of Europeans in the professorial branch.

82,757. The witness said he would class certain Headmasters with Inspectors. In the United Provinces there were six Headmasterships with salaries of Rs. 500 rising to Rs. 750. He considered those men ought to rise higher in their appointments by being promoted to Inspectorships. He thought all Inspectors should go through a Headmaster's course as far as possible. He thought there would be enough Headmasters to provide the number of Inspectors necessary. A Headmaster should hold his position, both in the interests of the school and of obtaining a proper amount of training to be an efficient Inspector, for at least seven or eight years. An earlier transfer would be injurious to the school.

82,758. All he had said in regard to the professorial side would apply equally to the administrative side.

82,759. As to the question of Europeans being employed on the professorial side, the witness urged that only Europeans of eminence were needed for certain posts; he thought the rest could be filled by Indians. The Chairs in English Literature, Biology, and any special department of science, could at present be filled with advantage by Europeans.

82,760. The training given to students in the intermediate classes at the Allahabad University approximated to the highest teaching given in an English public school. Both the examinations and the system of teaching were being improved. Students came to the College at the age of 16, and he agreed that a certain number of Europeans might usefully be employed to help in the general work of that branch of the University, not only on the intellectual, but also on the physical and recreative side. Generally speaking, however, the best men available should be taken, to whatever nationality he belonged. This was the spirit in which certain Chairs had been filled in the United Provinces. For example, the Chair of Arabic was held by a German, who had been selected by the Secretary of State. The witness desired to make the rule for selection as elastic as possible, in order to get the best men.

82,761. He was strongly in favour of study leave being granted on adequate terms.

82,762. (*Sir Murray Hammick.*) There were two Government Colleges in the United Provinces, and seven State-aided Colleges. There was one Government school in each district, sometimes more in special places. It was much better to have the management of all Government schools in the hands of the Department of Public Instruction.

82,763. Something had been done at the Allahabad University in the way of establishing University Professorships. The authorities had obtained the sanction of the Government to such a step, and the necessary preliminaries were being discussed, but no definite scheme had yet been arranged. Two Professors, to begin with, were going to be appointed, one to a Chair of Economics, and the other to a Chair of Modern Indian History. He thought there would be a third Chair, but the details had yet to be settled.

82,764. With regard to his recommendation to make Professors eligible for the post of Director of Public Instruction, and the question how he would propose to give them any training in administration, the witness said he would select only men who were suitable. There were instances of men who had been similarly selected. Mr. Griffith, who was a distinguished Sanskrit scholar, and Principal of the Benares College, was so appointed.

82,765. (*Sir Valentine Chirol.*) The witness thought that the Board of Education in London would be able to advise on the qualifications of Indian candidates, who had gone through an English training, but not on the merits of those who had not. That was why he said that recruitment should be mainly in the hands of the Local Governments.

82,766. He would not necessarily wish that all Indians recruited for the upper branch of the Service should have an English training before appointment, but it would be a qualification. He would throw facilities in their way to acquire an English training and English experience by a system of study leave, but he would not make it in any way obligatory.

82,767. (*Mr. Abdur Rahim.*) If the difference in salary between European officers and Indian officers was given in the form of a "foreign allowance," instead of "higher pay," the discontent which at present existed would not in the least be allayed. Such a discrimination, in the circumstances of India, would be apt to be regarded as a sort of racial distinction.

82,768. A degree of Doctor in the Allahabad University required a much higher proficiency than the degree of Master of Arts or Science, and it was given only after a man had shown his capacity in research work, or in other work of that class. There was also an honorary degree of Doctor, but that stood on a different footing altogether and was really given for

distinguished service in the realm of literature or science. In Allahabad University the degree of Doctor was a very high one, and it was generally only Professors of some years' standing who had been able to earn it.

82,769. (*Mr. Madge.*) Under his triple service scheme he would have promotion by selection only in cases in which promotions were made from the lower into the higher service.

82,770. He thought that Inspectors should be chosen from Headmasters, but would keep the administrative and professorial branches distinct. Interchanges should take place only in special instances; they should not be the rule, but the exception.

82,771. As to the appointment of a German as a professor of Arabic, the witness thought there would have been no difficulty in finding a Hindu or a Muhammadan who would have filled the post just as well.

82,772. (*Mr. Macdonald.*) With reference to the six or seven State-aided colleges affiliated to the Allahabad University, and the bodies administering them, Agra College was in the hands of a Board of Trustees, some appointed by the Government, and others by the Municipalities and District Boards. The Bareilly College was in charge of a Committee; and the Meerut College was in charge of a Committee. He was not quite certain what the governing bodies of the missionary institutions were, but committees were in charge of the work. It would not necessarily be true to say of those Colleges that the men who came out from England to join their staffs, came out inspired by missionary zeal.

82,773. Both the State-aided colleges and the Government colleges obtained the same class of men, but the State-aided colleges were not able to retain them. In two cases at least of which he knew the Government took over for their Educational Service men who had been brought out for the State-aided colleges.

82,774. A Sub-Committee was now sitting to give the Syndicate information with regard to a suitable scheme for appointing professors at the Allahabad University. The selections would be sanctioned by the Local Government. The matter of pension had not been finally settled, but the idea was not to pay such professors a pension. He thought sufficiently good professors of Political Economy and Modern Indian History could be obtained on a pay of Rs. 1,200 a month without a pension, but this would need to be tested by experience.

82,775. The three distinguished Indian scholars mentioned in his written statement and many other Indian scholars besides, had been educated entirely in India.

82,776. When he said that two-thirds of the appointments to the Indian Educational Service might be made by the Secretary of State, and one-third in India, he did not mean to lay down any hard-and-fast rule. There were precedents for such elasticity in the procedure followed in making appointments to the High Courts and to the Imperial Council itself.

82,777. When he said he would like to see facilities given for study leave, he meant by "facilities" special pay and introductions to Universities.

82,778. (*Mr. Fisher.*) The witness said that, when replying to the Chairman that he was in favour of keeping separate the professorial and the administrative branches of the Service, he meant to include in the word "professorial" College lecturers and teachers.

82,779. It was proposed to pay the new Professors at the Allahabad University fixed salaries, and they are to be kept quite apart from the service of Professors for the Government Colleges.

82,780. The Universities should be free from the restrictions of a graded service in selecting and paying their own officers.

82,781. The Chairs of Economic and Modern Indian History had been chosen, as these were subjects which would be most likely to attract the greatest number of advanced students. The existing institutions did not supply the class of instruction required.

82,782. (*Mr. Sly.*) The witness said he could not give any opinion as to whether the work done by the Government Colleges was better or worse than the work of private Colleges. It constantly fluctuated. Sometimes one particular private College was very popular. It depended upon the Principal and the teachers.

82,783. With regard to pensions, he would still consider it necessary to give higher pensions for Indian officers, even if they obtained higher salaries, as under his scheme they would.

82,784. (*Mr. Gokhale.*) The witness thought it was a matter of great importance that the best products of Indian Universities should be drawn to educational work in India. Except in the case of some private Colleges, where the motive was either religious or patriotic, the best men were not drawn to educational work, because the salaries on which they started were low, and the prospects were not good. The tendency was for the best trained men to go to the Bar. He considered the present distinction as regards status and pay between English and Indian Professors had a very discouraging effect on the latter. Students also would note the differential treatment meted out to Indian Professors as compared with English Professors, and the matter had an important political bearing.

82,785. He considered the pay of Indian and European officers in the Service should be the same, but he did not see any objection to the European officer being given better allowances, furlough, and pension.

82,786. He did not desire to limit recruitment by Local Governments to one-third. If more men were available on the spot they should certainly be employed. It was only in regard to posts for which the Local Government could not recruit, that the Secretary of State should be asked to assist.

82,787. (*Sir Theodore Morison.*) The witness thought it would be an excellent policy if the rule with regard to Government scholarships were so changed as to enable the class of young men, who had already shown a disposition to devote themselves to learning, to be able to stay for three years in the best schools in Europe; or alternatively, as there were very few Government scholarships, which were really earmarked, if a new set of scholarships were established for definitely educational purposes, and reserved for men who proposed to follow an educational vocation. He would approve of such men entering into his proposed third grade to be tested and tried, and then sent to Europe. He would not prefer such a system to study leave, but he agreed that study leave would not serve the purpose he had in view.

82,788. He did not agree with the suggestion that Government Colleges should be transferred to local committees and turned into aided Colleges. There ought to be at least two Colleges in the hands of Government in the United Provinces.

82,789. (*Lord Ronaldshay.*) The reason why the witness desired to retain a certain number of Government Colleges was because at least two model Colleges of a very high class ought to be kept up, and it was only the resources of the Government which could do that.

82,790. Parents did not show any preference for Government schools over private schools. Certain Colleges had reputations for particular branches of education, and the choice of the College depended on what career a young man was going to pursue.

82,791. A much smaller proportion of Europeans was employed in the independent or aided Colleges.

82,792. The witness held the view that it was preferable for the Indian student from start to finish to be educated in his own country. His impression was that at the present time the educational facilities in India were not, in all respects, as good as those in Europe. That being so, the State would be justified in spending considerable sums of money in bringing its educational system up to the level of that of European countries.

82,793. (*Sir Valentine Chirol.*) The witness desired to see those Indians who had risen to the same educational attainments as imported Europeans, paid an equal salary.

82,794. (*Mr. Jennings.*) There was no radical difference between the witness's scheme for the division of the Service into three divisions, and the present system, except that there would be better pay in certain grades and different designations. The line of demarcation would also be abolished; there would be a free flow of promotion, and there would be better

prospects for the lower grade, which would attract a better class of men.

82,795. (*Chairman.*) The main difference between the witness's proposal and the present arrangement was that certain of the posts now in the Provincial Service would no longer be in that second group, but, being regarded as equal to the posts which were in the Indian Educational Service, would be put into the first category. The services would be organised in accordance with the value of the work in each, and the present limit imposed on the Provincial Service would be abolished.

(The witness withdrew.)

MISS H. G. STUART, Chief Inspectress of Girls' Schools, United Provinces.

Written Statement relating to the Educational Service.

82,796. **(I.) Recruitment of Inspectresses.**—The present system of recruitment seems to be likely to produce satisfactory results, if on the one hand the qualities needed in an inspectress are made clear to the Board of Education and on the other the final selection is made by the India Office. The Board, being in touch with educational work, should be able to make a preliminary choice of candidates whose qualifications are suitable technically.

The field of choice open must be much limited by the general ignorance of the service and judging by my own experience the methods by which candidates are sought does little to spread any knowledge of it I would suggest that when a vacancy has to be filled, notices should be sent to the principal Women's colleges and halls (e.g. at Oxford, Cambridge, Cheltenham) as ex-students generally keep in touch with these, to the secondary training colleges, the secretaries of the associations of head-mistresses and assistant mistresses, to the best educational journals and to such papers as the *Spectator*, &c. Apart from the immediate result in gaining candidates for the vacancy, the knowledge of the service would be widened and more might be led to qualify themselves for it.

82,797. **(II.) Probation and training.**—By "training" in this connection one must understand and gather the general education and experience already gained before appointment to the post. The needs here must of course be determined by the nature of the work to be done as Inspectress. This varies in different provinces, I believe, but the following summary outlines the work in this:—

(1) Inspection of the methods and results of the work in schools, and normal classes and of their general organization. (The vernacular is used in nearly all of these.)

(2) Oversight of curricula of the above.

(3.) Inspection of industrial schools (when *purda*).

(4) Oversight of the work of the Assistant Inspectresses

(5) A considerable amount of administrative work in connection with the general organization and framing of Government and aided schools.

(6) The development of schemes for the expansion and development of female education in the province.

To enable an Inspectress to accomplish this work the following qualifications seem to me necessary, in addition to the ordinary degree:—

(1) Practical experience of school-work in England and some practice in its organization. This, I think, is absolutely essential. The experience should be gained chiefly in secondary schools, as the tendency of girls' schools out here is already far too much in the direction of elementary work, but on the other hand some knowledge of the methods of elementary schools at home would be of great value.

(2) Training. This is needed because the control of the normal classes requires a technical knowledge of educational methods.

(3) Linguistic ability.

The above points show that the post could not in any case be filled by anyone fresh from college, or even from a training college. At present the practice is for it to be filled straight from England, *i.e.*, no time for gaining any knowledge of conditions out here is allowed, and this makes at least the first year of work in the post barren, if not worse. As there is no other post now in the Indian Educational Service in the province this difficulty might be met by allowing a preliminary period of study of the vernaculars. Later an Assistant Inspectress may prove necessary and this would afford an opportunity of gaining some training in the work.

Probation.—The present arrangements seem satisfactory except with regard to the nature of the language examination. A knowledge of the vernacular that would help to make the work of the school comprehensive is needed from the very outset, but time has to be spent on working up for an examination which is largely irrelevant to it.

82,798. **(IV.) Conditions of salary.**—The present salary is not adequate and with the increasing number of good posts as headmistresses in England is likely to prove less and less of an inducement to join the service. It should, in my opinion, begin with Rs. 500 and rise to Rs. 1,000 by increments of Rs. 50. This would prevent the strain that comes from economising and from making provision for times of emergency.

82,799. **(V.) Conditions of leave.**—The chief objection to the present leave rules is the long period of service required to earn furlough. I know of at least two cases of Inspectresses who have had to take sick leave during this period, and an earlier furlough would probably have obviated the need for it. The reduction of the period to four years would probably facilitate recruitment.

Special study in Europe would be of great value. The conditions of schoolwork for girls are so bad out here that it is impossible for anyone working in them not to lose touch with rational methods unless the contact with Western schools and educational movements can be renewed at intervals. Study leave should be on average full pay if this is to be done satisfactorily.

82,800. **(IV.) Conditions of pension.**—It is exceedingly unlikely that any Inspectress would be able to serve the full period of 25 years without considerable detriment either to herself or her work. The latter is of a very exacting nature and in some provinces at least involves constant travelling by train which is a greater strain than the camping usually done by touring officers. Besides this there is the drawback that an Inspectress should not be appointed till after some years of work in England so that she may be well over 50 before earning pension. I think it scarcely likely that much energy would be left for work under these circumstances. Twenty years should be the maximum period required in my opinion and there should be a *pro rata* retiring pension as distinct from a pension on medical certificate.

82,801. **(VII.) The employment of non-Europeans and the division of the services into Imperial and Provincial.**—At present there is no opening for the employment of any but Europeans in the posts now in the Indian service. As far as my experience goes, neither Anglo-Indians nor Indians are ready yet for work of this kind, and even those Europeans who have been born and bred in India would scarcely be suitable, as the training given by the experience of English school-life seems essential and there is no opportunity as a rule out here for gaining quite the same experience. It is possible that amongst the Anglo-Indians there might be very exceptional cases in which promotion would be feasible, but even in these a course of study in England would be necessary prior to promotion.

Some leading Indians believe that the appointment of Indian Assistant Inspectresses (in the Provincial and Indian Subordinate services) would help greatly to popularise female education; there is much to be said for this as they could probably more easily come into contact with Indian women and girls than can

Eurasians or Englishwomen. At the same time I think that at present such appointments would be very unwise in these provinces, *purdah* is still strictly kept in the higher classes and a woman travelling about freely by train and by road might meet with many difficulties and be liable to misunderstanding. The number of Indian women of suitable qualifications is of course limited; from this province only Indian Christians and possibly a Brahmo would be forthcoming; Hindus might be brought from other provinces, but no Mohammedan woman could relax *purdah* sufficiently for the work.

At present Eurasians, or Europeans born in India are employed as Assistant Inspectresses and do very good work; the higher class Indians feel considerable prejudice against them, but among the poorer and less advanced classes they are much liked. They are now in the Indian Subordinate Service but their promotion to the Provincial service has already been proposed.

Miss H. G. Stuart called and examined.

82,802. (*Chairman.*) The witness said that in her capacity as Chief Inspectress, she was in the Indian Educational Service. She had occupied her post ever since she came from England, five years ago; she had formerly been an assistant mistress in a high school in England, and had had charge of a training department.

82,803. In the United Provinces there were six State-aided Mission high schools in which a certain amount of teaching was done by English and American Missionaries. A few posts were filled by the domiciled community, the rest being Indian teachers. All the students were Indians. Then there was a certain number of middle schools, up to about the sixth class, one or two of which were Government schools. There was also a very large number of schools in which children learnt their alphabet and the rudiments of the three Rs. The whole system was exceedingly primitive.

82,804. At the present time there were no ladies in the Provincial Educational Service. There were Inspectresses in the Subordinate Service but there was a proposal to raise them to the Provincial Service. There were seven such ladies, all Anglo-Indians. The scale of salary was a varied one. One lady was receiving Rs. 250, two Rs. 200, two Rs. 175, and two Rs. 150, but proposals for increasing them were under consideration.

82,805. There was no fixed qualification necessary for entry to the Subordinate Service; the best teachers who could be obtained were appointed. Those who had been recruited lately possessed a degree, and had received some training and experience. Such ladies had received their dgrees at Allahabad University, and one had received hers from Bombay. The standard was quite high enough for the work they had to do, because the work was of so very primitive a nature. The Assistant Inspectresses had to report to the witness. She saw most of the schools in course of time. The present staff was not adequate for the work. More Assistant Inspectresses were needed, because they really had to undertake the duties of managers, and it would be much better if they could go frequently to schools and take them in hand rather than merely inspect them.

82,806. The witness said she thought there would be a gradual expansion in the future; it would not be a very rapid one.

82,807. She had been introduced to the Service in quite a casual manner; somebody in the Board of Education had asked a friend of hers (head of training department of Bedford College) if she knew of anybody, and her name was suggested. She had never previously heard of the post. She did not think there was any general knowledge of it. She suggested that when posts fell vacant, they should be advertised in leading papers, and that the leading Colleges and schools should be asked to nominate candidates.

82,808. There would be practically nobody to take her place if she went on leave. The Assistant Inspectresses were not prepared, by the work they did, to take her post of organising the work of the whole province. She thought the difficulty might be overcome if a second Inspectress was appointed, who could have special duties allotted to her whilst getting to know the country and the language. She was not quite sure whether there would be enough work to keep a second Inspectress fully employed, but such a lady could do a good deal of very useful if not really necessary work. The method hitherto adopted of employing ladies in the Subordinate Service to undertake her work had not proved successful. She thought that a short vacancy might be filled from the Subordinate Service, but the great difficulty was the question of furlough. If she left the Service there would be nobody to take her place, and it would take two or three years for her successor to learn the nature of the work. She thought the system prevailing in the United Provinces also prevailed in other provinces.

82,809. What she meant in her written statement when she said that the tendency of girls' schools in India was already far too much in the direction of elementary work, was that most of the teachers were satisfied if the girls learned their text-books and passed their examinations, and did not teach them to think very much for themselves. That depended on the teachers, over whom she had no control, but the tendency could either be emphasised or counteracted by the inspecting officers. She had nothing to do with the arrangement of the curriculum of the schools, as that had been drawn up before she came out, but if any changes had to be made the initiative would lie with her. She had had to draw up the courses for the normal classes which had been inaugurated since her arrival in India.

82,810. Most of the schools were conducted in the vernacular. In the high schools the upper classes were conducted more or less in English. All the teachers and inspectresses had to know the vernacular. It was essential for the Chief Inspectress to speak the vernacular.

82,811. With regard to salary, a lady doing the same work in England as the witness was performing in India would command exactly the same salary, with the additional benefits which work in England conferred. There was a great uncertainty in any lady coming out to India. Nobody could look forward definitely to performing 30 years' service and thus qualifying for a pension. She thought 30 years was too long, taking into consideration the fact that touring was chiefly by train. Her post necessitated a great deal of travelling.

82,812. The present period of service which had to be served before furlough could be obtained was eight years. She thought four years should be the period, in case of need. She did not know at what age Inspectresses were recruited. There were only about 17 in the whole of India, so recruitments did not take place very often.

82,813. She asked for salaries ranging from Rs. 500 to Rs. 1,000, instead of the present scale of Rs. 400 rising to Rs. 500. She would prefer to accept a lower pension after a shorter period of service. She thought the pension system had greater advantages than the Provident Fund system.

82,814. The witness also suggested that Assistant Inspectresses should be promoted into the Provincial Service. They did similar work to that performed by officers in the Provincial Service, and had much more responsibility than is usually given to officers in the Subordinate Service. She considered their salary should start at Rs. 200 and rise to Rs. 300. Under the present conditions the lowest salary started at Rs. 150 and rose to Rs. 250.

82,815. (*Lord Ronaldshay.*) The witness's headquarters were at Lucknow, where she had an office, and a small staff. She had been able to take four months' privilege leave during her service. Last year, when she was away for three months, one of the Assistant Inspectresses officiated for her, but if she was away for one month the routine could be carried on without anybody officiating. The Assistant Inspectress who officiated for her for three months

had not done the work satisfactorily, but another Inspectress might have been capable of doing the work.

82,816. It would be a very great advantage if an Assistant Inspectress was recruited for the Imperial Branch of the Service, because under present conditions there was no one else but herself who knew anything about the conditions of the girls' schools in the province, or could give her any assistance.

82,817. The post of Chief Inspectress in the United Provinces had only been sanctioned about seven years. She was the second holder of the post, her predecessor having died after eight months' service.

82,818. (*Sir Theodore Morison.*) The witness thought the Headmistresses' Association and the Assistant Mistresses' Association in England could be applied to by the Secretary of State or the Board of Education, for information as to possible candidates for the service.

82,819. The salaries which are given in England at the present day to the Headmistresses of large high schools varied a good deal, but the average in the better posts was about £400 or £500. She thought the qualifications which would secure a woman a really good post in England, were necessary for the position of Chief Inspectress in India.

82,820. Of the schools she inspected, there were one or two which were under purely Hindu or Muhammadan governing bodies.

82,821. Referring to schools other than the high schools, a certain number had been started by Government, others by District and Municipal Boards, and others by committees interested in the subject.

82,822. The teaching in the schools was limited by the fact that the girls left school at about the age of 10. That was the great difficulty. They either left to get married, or to do house work. The majority of the schools were purdah schools, some very strictly so. It was possible for a girl of good family to stay beyond the age of 10 years; some parents did not feel so strongly about it and were rather anxious for their girls to learn. A few girls stayed on after they were married.

82,823. With regard to the high schools, the girls stayed till they were about 19. They were all Christian schools, except one.

82,824. It was true that occasionally a Hindu girl, generally a Bengali, took a degree. There were not more than one or two Hindus in the United Provinces who had taken a degree, but she thought there were girls who were now in the High School at Lucknow who would go on and take a degree. There were one or two Hindu or Muhammadan girls, and it was quite possible they might wish to go further.

82,825. (*Mr. Chaubal.*) The teachers of the schools were nearly all ladies. There were a few retired pandits. There was no systematic attempt made to induce girls to stay on to the higher standards, and there would be seldom teachers capable of teaching them if they did stay on.

82,826. (*Mr. Gokhale.*) Among the schools the witness inspected were some Indian Christian lady teachers who were graduates of the University. She thought if some of them were very carefully selected and sent to England to acquaint themselves with educational methods there, they would be valuable for school work, but not for work as circle inspectresses because of the difficulty in an Indian lady travelling about freely. There was one Hindu lady graduate acting as a teacher in the schools she inspected.

82,827. She thought it was doubtful whether the United Provinces were yet ready to have Indian ladies travelling freely about as Inspectresses.

82,828. (*Mr. Fisher.*) When she laid stress upon a University degree for Inspectresses, the witness really meant to say they should have done equivalent work.

82,829. She did not think the work of the Chief Inspectress ought to be so much in the detail of education as in the general formulating of policy, and she thought the secondary work in England would be more of a help in that direction than a knowledge of the elementary work. A very large majority of the pupils in the secondary schools were Christians. The work of a Chief Inspectress was not pure technical education at all; there was a great deal of organising attached to the post. It would be very valuable for the Inspectress to have frequent opportunities of returning to England and seeing what was being done in female education.

82,830. (*Mr. Madge.*) The witness had not done any work of inspection in England before coming out to India. She thought the salary attracted at first the best class of Indians or Anglo-Indians, but in the course of time they found it very unsatisfactory. The difference between the work of an Assistant Inspectress, and that of herself was that the latter had the charge of about seven districts, inspected the schools constantly, and managed one or two of them. The Chief Inspectress had to receive reports, inspect, generally control the subordinate staff, and to help in the inauguration of any fresh schemes.

82,831. (*Mr. Abdur Rahim.*) The larger proportion of the girls left at the age of 10, so the instruction given was necessarily of a very rudimentary character. There were other schools more advanced, but they were in the minority. The instruction was given in the Hindi character in the majority of schools. The number of Muhammadan girls was in the minority. Home classes had been tried in some cases, but had not proved very successful. She thought more would be done by improving the schools, and getting hold of small children, than by home lessons, because only a very small proportion could be touched by home lessons. There were signs that girls would in future stay longer at school. There was a school at Lucknow, not under the witness officially, which was specially reserved for Muhammadans.

82,832. (*Sir Valentine Chirol.*) There might be certain women who would like to work in India in the field of education, who would feel themselves limited by the rule of absolute religious neutrality which was imposed upon educationalists. She had not come across that in any way as being the cause of any difficulty, but she had not been very much in touch with women in England since she came out.

82,833. The travelling allowance was quite sufficient for herself, but not for Assistant Inspectresses. Travelling and staying in dak bungalows, etc., was one of the roughest parts of her work.

82,834. The present arrangements as to probation were satisfactory, except as to the nature of the language examination, which was the higher standard. One had to read a book on the understanding of which the vocabulary was of little help. The examination was classical and largely in military terms. A special vocabulary was needed in school work.

82,835. (*Mr. Jennings.*) The witness said when she spoke of the language examination for Indian Educational Service officers, and said it was of a military nature, she was referring to the United Provinces only. Similarly, when she spoke of the difficulty of employing Indian lady inspectresses on account of the purdah system, she was also speaking of her own Province.

82,836. In regard to salary, system of three grades (1) beginning at Rs. 400 and rising to Rs. 500 after five years, and (2) Rs. 500 to Rs. 750 after another five years, and (3) Rs. 750 rising to Rs. 1,000 at the end of another five years, would be very satisfactory.

(The witness withdrew.)

C. F. DE LA FOSSE, ESQ., M.A., Director of Public Instruction, United Provinces.

Written Statement relating to the Educational Services.

82,837. **(III.) Conditions of salary, and (VII.) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of services into Imperial and Provincial.**—I am not in favour of the retention of the distinction between Indian and Provincial Educational Services. It is regarded as invidious and is resented by members of the latter, and is one of the causes why Indians of good attainments do not readily join the educational service. There should be instead separate branches of the service for full professors, inspectors, headmasters,

additional professors, assistant professors, teachers, laboratory assistants, etc., and rates of pay should be different for each branch. The pay of full professors should be Rs. 500, rising by annual increments to Rs. 1,500, but when necessary the Secretary of State should offer a higher initial salary to secure a first rate man. In the case of inspectors the pay should be also on an incremental scale and should range from Rs. 500 to Rs. 1,500. English Headmasters should be paid Rs. 500, rising to Rs. 1,000. As the European Inspectors are recruited from this class it is not necessary to fix a higher maximum salary than Rs. 1,000 for those included in it. The post of Chief Inspectress should carry a salary of Rs. 500—750 in view of its responsibilities and the heavy administrative duties attaching to it. European Inspectresses should be paid Rs. 400—500. As regards the remaining branches of the service, each should be graded separately and when the service is a large one, as in the case of that of teachers, it should also be divided into classes with incremental rates of pay within the class, *e.g.*,—

Class I	... ...	Rs. 400—10—500
Class II	... ...	,, 300—10—400
Class III	... ...	,, 200—10—300
	etc., etc.	

The reason for this recommendation is that with men of varied attainments and qualifications it is advisable to classify as well as grade them and only to admit men to a higher class if their qualifications give them a special claim to further promotion. A graded service without a system of incremental pay aggravates the severity of blocks in promotion. Allowances should be given to the following officers in addition to their pay:—

	Rs.
The Principal, Muir Central College, Allahabad	200
The Principal, Queen's College, Benares	100
The Principal, Training College, Allahabad	100
Assistant Director of Public Instruction	100

In addition to the last-named post I should like to see the appointment of a Deputy Director of Public Instruction on Rs. 1,500. The rapid growth of education of late has begun to place too great a burden on the Director of Public Instruction. In the interests of efficient administration some devolution of authority is necessary.

As regards the question of fixing proportions of Indian and English elements in the service, I am not in favour of any attempt being made. In the United Provinces for sometime to come the European element must on general as well as technical grounds preponderate in the services of both full professors and inspectors; but no posts should be formally reserved for Europeans.

As to the recruitment of Europeans I do not think the present system is capable of much improvement. If it has not always been successful in securing the proper type of officer the failure is due to causes over which it has no control, *e.g.*, the rates of pay offered, the nature of the work and the subordinate position of the service in India. In the case of professors who are specialists in some branch of science the condition that they must qualify by the Higher Standard in an Indian Vernacular is apt to deter good men from accepting appointment. Men engaged, for example, in Zoological research, are unwilling to forego their work to study a language, for which perhaps they have no particular aptitude and a knowledge of which they regard as in their case not indispensable.

82,838. **(VI.) Conditions of pension.**—The pension offered is in my opinion too small. It is sometimes argued that the life of a professor is a sequestered one and that he therefore has better opportunities of saving than men in other branches. The facts are that Government colleges are invariably situated in large towns where living is far more expensive than in out-of-the-way district headquarters and that unless educational officers are to be celibates and recluses they cannot avoid incurring expenses like other people. I see no reason for lowering the period necessary for qualifying for a full pension, except in the case of Inspectresses, but since some officers wear out more quickly than others, and others again cease to keep themselves up to date, men should be allowed and even made to retire on a proportionate pension after they have qualified for it by a definite period of service.

82,839. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—I am not sure whether the matter which I wish in conclusion to bring to the notice of the Commission is one which they can consider, since it concerns administration and administrative procedure; but as it is one which bears upon the relations of the Educational Service with the Indian Civil Service and is held to be one of the causes of the unpopularity of the former among men recruited in England, it may perhaps be considered to come within the scope of the Commission's enquiry. I allude to what Mr. Orange has aptly described in his minute on the subject as the Bicameral System. Brifly its defects are these:—

(1) It tends to excessive labour and waste, because Secretaries to Government have not the requisite experience and are being constantly changed.

(2) Its inconveniences can only be mitigated by the Secretary and Director coming to a friendly understanding.

(3) Because the Director does not exercise to the full the functions of the head of a department the service over which he presides is depressed and the administration weakened.

(4) The system of dual educational secretaries renders devolution of administration impracticable.

The severest critic of the system has been a member of the I. C. S. appointed to act as Director. Sir Archdale Earle considered it to be utterly dispiriting, because a dead-lock may ensue between the Director and the Secretary, time is wasted in irrelevant criticism, and avoidable trouble has to be taken in drafting formal correspondence between the Director and Government.

In the United Provinces we have of late avoided as much as possible of this labour and waste by frequent consultations between the Director and the Secretary and by an unbroken friendly understanding. Further, His Honour's practice of sending for the Director and permitting him to come and see him has greatly expedited the despatch of business. But this method of work is, it should be noted, not inherent in the system, but is rather a departure from ordinary procedure, and is in a sense opposed to the accepted view that the Director is an officer outside the Government.

The fact is that the present system can only be made to work fairly well where the personal relations between the Secretary and the Director are thoroughly harmonious and where the Lieutenant-Governor is in the habit of seeing the Director frequently. But it is not always possible to secure these conditions. A Secretary may be pardoned for resenting the Director's seeing the Lieutenant-Governor, more particularly if the Director succeeds in persuading the Lieutenant-Governor to adopt his view rather than that expressed by the Secretary, and friction arising from this cause may at any moment put an intolerable strain upon their friendly understanding. Mr. Orange alludes to two cases in which the friction between the Secretary to Government and the Director was notorious; and it is a matter of common knowledge that the efficiency of educational administration in the United Provinces was much impaired for a number of years by the unsatisfactory relations subsisting between a Secretary and a Director. In the interests of the work high officials may be expected to endeavour to establish happy relations, but men of different temperaments with irreconcilable views which they hold tenaciously are almost bound sooner or later to come to a breach, if each is striving to make his view prevail with a third party in whose hands the ultimate decision rests. When, as has happened, the Lieutenant-Governor relies upon his Secretary, and the Director cannot get his views considered, the Director may lose heart and all interest in his work. To put my view as concisely as I can, I am of opinion that the more the Director is taken into the confidence of Government and treated as a part of it the more is educational administration likely to benefit, and the more he is relegated to the position of the head of a department outside the

Government the more is administration likely to suffer. But under the present system even at its best, there must always be much avoidable correspondence of the kind referred to by Mr. Orange in paragraph 15 of his letter and a good deal of explanatory note-writing by the Director on Secretariat files, due entirely to the dual system.

But to my mind by far the gravest charge brought by Mr. Orange against the present system is its inelasticity. The growth and complexity of educational administration now render devolution essential. The immense increase in the work can only be met satisfactorily by dividing up the business while co-ordinating the whole under a single head. Obviously such a change in organization is impossible so long as the duplication of secretariats continues. Congestion of work and delay in its disposal would become chronic with such a cumbrous machinery. Apparently the bi-cameral system had its origin in a lurking fear that the Head of the Educational Department could not always be trusted to manage his own business. A Secretary to Government was, therefore, interposed between him and the Lieutenant-Governor to protect that busy official from being led into mistakes by the Director and also to save him from the trouble of having to re-draft faultily worded orders and letters. An educational officer may, perhaps, be pardoned for thinking that the fears which led to such a curious arrangement were chimerical. At any rate the time seems to have arrived when in the interests of a rapidly expanding department a more elastic and less cumbrous system should be tried. It is better to take risks than perpetuate what is clearly unsuited to the times. The argument that a Lieutenant-Governor should be able to obtain outside opinion and not be obliged to rely entirely upon the expert takes no account of the fact that a Lieutenant-Governor can, and does even now, require more than one Secretary to note upon a case, if he is doubtful whether the first advice given him is sound.

The only satisfactory remedy for the present state of things that I can see is that the Head of the Education Department should be a Secretary to Government dealing direct with the Lieutenant-Governor. His business should be to co-ordinate the work of the various branches, to deal with cases which require Government orders and to act in the capacity of Secretary for education to the Lieutenant-Governor.

Mr. C. F. de la Fosse called and examined.

82,840. (*Chairman.*) The witness said he had held his present position for seven years. He had had 18 years' service, so that he had attained his present post after about 10 years' service. He had been Principal of the Cooch Behar College for four years before entering Government service.

82,841. He advised that the distinctions between the Imperial and the Provincial branches should be broken down. In practice, the theory of equality between the two branches had not worked well. Some of the posts filled by the officers in the Provincial Educational Service were of equal importance to posts in the Indian Educational Service. In the same way there were officers in the subordinate service doing work of equal importance to officers in the Provincial Service. He suggested that this anomaly should be met by treating headmasters, inspectors, additional professors, assistant professors, teachers and laboratory assistants each separately. He would call them all separate branches, and fix the rates of pay for each branch separately in accordance with the nature of the work. This would mean giving up the idea of a service, and substituting groups of isolated posts. He did not think any difficulty would arise from such a scheme. It would be possible, for instance, for a distinguished lecturer to be promoted ultimately to a professorship. He would not make the branches absolutely watertight. He would make it possible for a man to be transferred from one branch to another, if in the interests of the Public Service it was so desired, or if the man's qualifications and work had given him a claim to the higher branch.

82,842. Elaborating his scheme, the witness said that the professors would form the most important branch for which there would be a separate recruitment. Below them would come the Assistant professors, who were known in England as college lecturers. There would be a separate recruitment for this branch also. The nature of their work was somewhat different. He would also have the Inspectors recruited separately. With regard to headmasters, there would be, as at present, a small branch of European headmasters, who would pass into the inspecting line. This was the present system, and he would not care to alter it. It might also happen that a professor would be appointed to an Inspectorship. He would make no hard and fast rule. In practice, his proposal was not very different from the proposal of other witnesses, except from the point of view of nomenclature. He would abolish the present names, because the distinctions between the Indian Educational Provincial, and Subordinate Services was somewhat invidious, the reason being that at present there were officers in the inferior Services who should be in the superior services. If they were separated out in accordance with their work, that anomalous and invidious position would be to that extent extinguished.

82,843. He did not object to an open career for Indians who were fit for advancement. He would not take so much note of race as of qualification for a post.

82,844. In recruiting Indians to the higher service he would distinguish between those who had had a European training and those who had not. Those with a European training would, he presumed, be recruited by the Secretary of State. Those with an Indian training who had shown their fitness for further promotion would be recommended by the Local Government for inclusion in the higher branch.

82,845. He would not like to lay it down as a general proposition that the Indian Universities in their present condition were capable of turning out men sufficiently qualified to occupy the highest professorships, but he certainly thought some Indians trained and educated in this country had qualifications which would justify their admission to the highest branches.

82,846. His reason for suggesting the appointment of a Deputy Director on Rs. 1,500 was an administrative one. The day had gone by when one officer could centralise in himself the whole authority and control of the Department; the work was getting too heavy for him to be able to discharge it properly. The witness would therefore like to see a Deputy Director with power to dispose of matters without reference to higher authority. He should have powers independent of the Director, should refer to the Director important cases involving questions of policy, or the abrogation of existing rules. The witness took the case of grants-in-aid as an instance. Such grants were covered by certain rules in the Code, and the calculations of them at present were made on the authority of the Director, who gave them according to the rules. He thought a power like that might be devolved upon the Deputy Director. Wherever the Deputy Director thought the rules should be modified, it would be necessary for him to take the opinion of the higher authority before modifying it.

82,847. With regard to female education in the Province, he did not consider the present staff of ladies was adequate. He had already made a proposal to appoint another Indian Educational Service lady inspectress to relieve Miss Stuart of part of her work, and to officiate for her when she went on leave. He thought the work of control and administration in the case of the chief inspectress was getting very heavy. He would also require the second lady inspectress to assist at the training college at Allahabad. There were certain women teachers there who had to get their practice in teaching in girls' schools, and it was rather difficult for the male members of the staff to arrange and control it; and he thought the extra Indian Educational Service lady might be made use of for a portion of the year in supervising the practice in teaching of the ladies who were undergoing the course of training at the training college. There was a normal school at Lucknow where there was an Anglo-Indian headmistress, and two or three Anglo-Indians on the staff. One or two of the inspectresses had been selected from amongst those ladies, so that it would not be absolutely necessary for a lady to begin as an inspectress, and to continue throughout her service in

the same post; she could be employed in one of the normal schools. Another normal school was just being opened which would allow opportunities for a number of posts to be filled up in this way. The posts in normal schools would be regarded, not as promotion from inspectresses, but *vice versâ*; the inspectress would be promoted from the normal schools. She would first of all learn her work in the normal schools, and then she would be suitable for appointment as an inspectress. He was afraid it would be the fact that the post of inspectress would be occupied for a great number of years by the same lady. He did not think that would be altogether good for the Service. He thought other means could be devised by which ladies could be employed for a further period, in order to let them obtain the benefits of a pension or a provident fund. He thought a shorter period with a provident fund was more suitable than a pension. He thought such a proposal would probably be to the advantage of the Service in the case of the lady inspectresses.

82,848. With regard to the witness's own service, the main flaw he emphasised was the stoppage of increment after 10 years. He would make the time-scale run up to Rs. 1,500. He would not have any selection bar above Rs. 1,300 as proposed. To choose officers for further promotion would be very invidious, and rather difficult to decide, and he had no reason to suppose it would be necessary. Probably it would be more difficult on the professorial side than on the administrative side.

82,849. The Service was quite a young one in the United Provinces. Out of 31 officers there were 23 who had less than 10 years' service, so that there was no fear of stagnation of promotion at present.

82,850. With regard to the extension of the cadre, he would personally like to see the Inspectorate doubled. He considered the charge of an Inspector at present was a great deal too heavy, and in consequence he was not able to see enough of his schools. He would like to see in each Division two inspectors, one the inspector of the Division, and the other an additional inspector. He would not alter the size of the division, but merely put an extra Inspector into the existing one. The divisions had been arranged in order to correspond with the revenue divisions, and his Government would prefer to keep that system. It was a better unit, and it brought the inspecting officers into closer contact with the Revenue Officers. So that assuming the same divisions were kept he thought it was advisable, even at present, to have double the number of inspectors. He would have, besides the inspector, and working under him an additional inspector. The post would be similar to that of a junior inspector under the Board of Education in England. There were 10 divisions in the United Provinces. There was one small division which had just been started, and he thought one inspector would be sufficient for that for the present.

82,851. He did not think very many additions were needed to the professorial side. One or two more officers were required at the Muir Central College in connection with the science teaching and English, and he thought at the Government College at Benares another English professor was required; but after that he did not anticipate any further need for extension. He did not think any more demonstrators were needed.

82,852. He urged the importance of the Director of Public Instruction becoming a Secretary to Government. His main object in doing so was to see that the officer at the head of that important Department should have definite and regular access to Government.

82,853. (*Sir Murray Hammick.*) There was no officiating Deputy Director in the Department. There were Assistant Directors. There was one permanent appointment of an Assistant Director, and another officer temporarily appointed to work out the financial schemes necessitated by the grants from the Government of India. If the witness's scheme for a Secretary to Government were brought in, he would have an entirely different organisation. He would then have Chief Inspectors or Deputy Directors in charge of each Department; that was to say one for technical education, one for female education, one for secondary education, and one for primary education. They would not be Secretaries to Government.

82,854. With regard to holidays, he thought the professorial side of the Education Department received more holidays than most other Services in India, but not so the inspection branch. When the schools were closed the inspectors had to carry on their administration work, which was now the heaviest part of their duties. They were allowed to go up to the hills on duty for two months in May and June, but they took their work with them.

82,855. The witness said he communicated with the Secretariat mainly by demi-official correspondence. He did not see the office notes on the file. Sir John Hewett had introduced the latter system, but he understood the Secretaries to Government did not like it; they thought it rather restrained the freedom of their criticisms, so they persuaded Sir John to adopt in place of that system, one of allowing them to write demi-officially to the Director for any further information they might want on a point.

82,856. With regard to the question whether the witness did not think his proposed scheme of a Secretary to Government would interfere with his touring, he said that the Director of Public Instruction at the present time could no longer be an inspecting officer. All he could possibly do was to make brief journeys from headquarters to schools where there was some important point like a question of a building grant to discuss on the spot with the local committee.

82,857. (*Sir Valentine Chirol.*) The witness thought a man made Secretary to Government would not have less time than he had at present for his particular work but more. At present a very great deal of the witness's time was taken up in noting for the Secretariate on questions which had been sent up to it, and on which the Secretaries required more information, or which they did not quite clearly understand. The number of demi-official letters he had to write in the course of a year ran to many hundreds. Of that work he would, under his scheme, be freed at once, and and would probably have more time than he had at present for touring about.

82,858. Members of the public interested in education had sufficient opportunities of bringing their influence and their knowledge before the Government. The non-official bodies frequently addressed the Government direct. Government was also constantly appointing committees composed of officials and non-officials, to consider various aspects of education. This system would still continue under his scheme.

82,859. He justified the appointment of another lady member to the Indian Education Service on two grounds, one to assist the Chief Inspectress, and the other because in itself the appointment was necessary in connection with the training of women teachers. The new assistant inspectress would have to be a lady qualified to supervise the teaching of women under training. That duty would take up a considerable amount of her time, and when she was free from that she could go round inspecting schools. The Chief Inspectress at the present moment was not able to see anything like the number of schools she would like to see, owing to the physical impossibility of getting over the Province fast enough. He thought the Department was on the eve of a large expansion in regard to female education. In that matter he rather differed from Miss Stuart. His own opinion was that the Indians of the Province were waking up very suddenly to the necessity of female education. He was constantly being applied to for monetary assistance for new schools, and he thought if another lady of high qualifications, who could do pioneer work, were appointed, there would probably be a much more rapid expansion.

82,860. (*Mr. Abdur Rahim.*) There was no special agency in the Department to supply information and suggestions with regard to the education of Muhammadans in the Province. There was only the ordinary agency. As a matter of fact, non-official bodies of Muhammadans were very useful in that respect, and he would rather leave it to non-official bodies to give Government their advice in regard to the actual requirements of Muhammadans, than have an official hierarchy to deal with the matter. When any suggestions came from non-official bodies, the witness would always consult one of his Muhammadan officers to see whether such suggestions were likely to be effective.

82,861. The witness preferred not to give any opinion at present as to whether it would be a great advantage to the Educational Department to have the work of looking after Muhammadan education concentrated in one particular officer, as a Committee was now sitting on the matter, and would report hereafter.

82,862. (*Mr. Madge.*) The seven inspectresses who were employed in the Department were inspectresses in charge of circles, and were chosen from the domiciled community in this country. They had gained their experience in teaching schools. He quite thought that locally educated girls, Anglo-Indians and others, were fit for the post of inspectress.

82,863. (*Mr. Macdonald.*) The witness said the fact that a professor could not pass the higher standard examination in the Indian vernacular would not in the least affect his efficiency as a professor. The higher grade professors could get on perfectly well with only a knowledge of English.

82,864. (*Mr. Fisher.*) With regard to the question of the Secretariat, it was the case that Mr. Orange had laid special stress upon the fact that the Secretaries were always changing, and that therefore a great deal of the Director's time was wasted in making the acquaintance of the new Secretary, getting into touch with him, and practically informing him of the state of affairs with regard to education in the Province. Since the witness had been a Director for seven years there had been six Secretaries in the Department in charge of education. In addition to that, local and municipal education was under the Financial Secretary, and there had been four or five changes there. So that altogether he supposed he had to deal with 11 officers as Secretaries. He could not say what the number of Under Secretaries was, but probably it was considerably more. That was really one of the fundamental aspects of the question.

82,865. (*Mr. Sly.*) The witness said he believed the last promotion made from the Provincial Service to the Imperial Service in the United Provinces took place about ten years ago.

82,866. The witness then declared that the Director could not be a regular touring officer. The question was dealt with by Mr. Orange, who, when Director-General of Education, called the Government's attention to the fact that, under the altered conditions, the Director was largely an administrative officer and his tours must be of short duration and only for special purposes. As Secretary to Government the Head of the Education Department would have more rather than less time for visiting institutions. He would be in the position of the Secretary in the Public Works Department, who spent a considerable period of the cold weather and rainy season in visiting various works. If the Secretary was required to make regular tours of long duration the witness would agree that there might be a conflict of interest between the Head of a Department whose duties took him out on tour and those of a Secretary whose duties were mainly concerned with the office, but he would only have to run out for short visits, and that would not prevent his keeping in touch with the Department. The witness admitted there was a wider aspect of the case in connection with the effect of educational policy on the people of the country, but considered a Director would be able to view questions from that point of view just as well as a Secretary who had no previous experience of education. There was no need for any officer between the Head of the Province and the educational expert. The Head of a Province, if not satisfied that proper co-ordination would result from a proposal made by the Educational Secretary, would refer the point to the other Secretaries in the various departments concerned with the matter. In practice it would not amount to practically every case, except those of a mere routine nature being so referred. If any question arose, such as a grant in aid of a college, which involved other Branches of the Service, undoubtedly the files would be sent to other Secretaries. Every file had to pass through a Secretary before it went to the Governor but not necessarily through another than the Educational Secretary. If there was a question of a grant-in-aid affecting the Medical Department in any way, then the file would be referred, from the Education Secretary to the Secretary concerned with the medical work. No Secretary to Government or other person would be disqualified from giving opinions whenever their opinions were necessary. If the Director of Public Instruction were invariably the Secretary to Government that would operate to a certain extent in limiting the selection of an officer who could be Director of Public Instruction. The head of the Educational Branch would be an officer specially selected, and would not be selected unless he was able to perform the Secretariat work as well as the administrative work. An officer unsuited for Secretarial work would not be even now suitable for a Directorship because the work of a Director at present was largely secretarial; he had a great deal of drafting of letters to Government, drafts were sent to him from the Government in order that he might look into them, and he also corresponded with other Departments and with Managers of Institutions. The present system led to a great waste of time and expenditure of labour. At present when the Director sent up a proposal to Government he had to make it sufficiently full to avoid the necessity of its being returned to him. As a matter of fact, if the Director of Public Instruction were Secretary to Government he would have to do much less drafting of letters and important despatches than at present. Instead of having to send up a formal proposal to Government at great length he would probably dispose of it himself at once, or if necessary, see the Lieutenant-Governor about it, explain the matter to him, and get it disposed of by a stroke of the pen.

82,867. The witness did not agree that his case was largely based on a very exaggerated idea of the importance of the Secretary, and said a great many unimportant matters had to be dealt with at considerable length by the Director because the Secretary to Government was not familiar with the working of Education.

82,868. With regard to access to the head of the province the witness did not know that there was a specific order of the Government of India that the head of a Department should have the right of access; at any rate there was no specific order in the United Provinces that the Director of Public Instruction should have regular access to the Lientenant-Governor. With regard to the possibility of a Governor of a Province having ten to fifteen advising Secretaries instead of two or three as at present, the witness presumed that the Governor of a Province would have a Council, and having so many Secretaries would not add to his work. It would not increase the number of cases presented to him. His proposal simply amounted to the present Director becoming Secretary to Government with the various Departments of Education, Technical, Female, Secondary, and Elementary, under him. There were already two deputies, a Chief Inspectress and a Director of Technical Instruction, and in addition to that his proposal involved one for Secondary Education and one for Elementary Education.

82,869. (*Mr. Gokhale.*) With regard to a proposal to recruit for some of the highest professors from among men who had done distinguished work in England instead of bringing out men who were new and untried, the witness said recruitment to a certain extent was now made from such men. At present such an officer was being recruited to a vacant post at Benares, but in order to obtain him a higher initial salary had to be paid. If special terms were offered in each case he would certainly favour the recruitment of men who had done distinguished work in any particular subject. He should be glad to see the experiment tried, as he believed that having brilliant graduates placed under such men would tend to raise the standard of learning generally in the country.

82,870. (*Mr. Chaubal.*) The witness said that presuming the Director was not made a Secretary to Government he thought there should be a Deputy Director in addition to the Assistant Director. At present the Assistant Director had no executive authority but was merely in the office to assist in administration; he could not issue orders in his own name. There would be little chance of contradictory orders being issued as portions of the work would be made over to the Deputy Director and things would only come through him to the Director which he was unable to dispose of himself. If the power of issuing direct orders were given to the Assistant Director he would have the functions of both Deputy Director and Assistant and would be overworked.

82,871. (*Sir Theodore Morison.*) The witness said that at present anybody, whether a lecturer or professor, was styled "Professor" in the Civil List and therefore the term "Professor" was no guide as to the kind of duties or the standard of work done.

82,872. On the subject of dividing up the department into branches, the witness said there was a want of elasticity in the present system. If it were left to him he would re-organise the administration at once into different branches as was done at Whitehall. In the present circumstances, however, that system would be exceeding cumbrous. Supposing, for instance, in a technical school an extra sweeper was required, the Headmaster of the school would send on the proposal to the Director of Technical Industries, who would probably require further information as to why an extra sweeper was necessary. The Headmaster would then probably explain why, and the Director of Industries might accept that explanation and pass on the case to the Director giving his reasons why the extra sweeper was necessary. The Director would then deal with the case and probably want to know what the numbers were and why an extra sweeper was required in the school and not required in a school of the same size somewhere else. That would have to go back to the Headmaster and come up again to the Director through the same channel. In the end it might be found there was some special reason for it. The Director would then have to make out a long statement of the case and send it up to the Secretary, who would go through the file, perhaps find that further information was required, and the whole thing might have to go back again through the Director and the Director of Industries to the Headmaster. In that way a proposal was sometimes made a shuttlecock of for months with a great deal of waste of time.

82,873. As to the necessity of having in the office an officer specially in charge of University education the witness said he was a member of the Syndicate and of various Boards of Studies and Faculties and took a deep interest in University education, so that he would prefer to keep that matter in his own hands if he had the time; but he could understand a state of things in which he would have to delegate the work to some one else.

82,874. At present there was nothing except the Directorship to which the Professorial branch could look forward, and the chances of a Professor being made Director were much less than that of an Inspector. He thought the suggestion that there should be some prize open to the Professorial branch was a good one but would like to consider it carefully before he committed himself to it.

82,875. (*Lord Ronaldshay.*) The witness said it was quite true that the Director of Public Instruction in the United Provinces had not the power of creating the post of a sweeper though he could appoint one to a vacant post.

82,876. (*Mr. Jennings.*) The witness stated that he had not said no grade of Rs. 1,500 to Rs. 1,800 was necessary for the Indian Educational Service but that there might be some difficulties in exercising patronage. If the Government were prepared to raise the pay from Rs. 1,500 to Rs. 1,800 he should not like to stand in the way of his own Department and would welcome any increase.

82,877. He woud be in favour of a contributory Provident Fund for the Indian Educational Service and all branches of the Service so that some provision might be made for widows and orphans. The officers should be allowed to contribute also to a Fund for increased pension.

(The witness withdrew.)

G. A. WATHEN, Esq., Professor, Government College, Lahore.

Written Statement relating to the Education Department, being a Memorandum of certain Members of the Indian Educational Service, Punjab, as drawn up at a meeting held in Lahore on Saturday, April the 5th.*

82,878. **(I.) Methods of recruitment.**—Recruitment to follow the existing practice and to be by selection.

82,879. **(II.) System of training and probation.**—The first year of probation ought to be spent mainly in learning the language, and preparing for professional duties, for example, Junior Inspectors, in order to gain executive and administrative experience, might work with Senior Inspectors during this period. Greater facilities might be given for Study Leave.

82,880. **(III.) Conditions of service.**—The duties of an Indian Educational Officer may be considered to be as responsible and important as those of an Executive Officer, and therefore the Indian Educational Service should be regarded as a specialized branch of the Civil Service. Its present conditions tend to make the prestige of the Service very small, and it is therefore submitted that, as a partial means of improving this, the Director of Public Instruction in every province should be a Secretary to Government.

The present pay of the Indian Educational Service makes its prospects worse than those of any other Imperial Service. It may be borne in mind that the Educational Service is recruited from graduates in honours, men who have frequently had considerable teaching experience, and who have come out to India later than members of other Public Services. Some of them are married when appointed, and are unable to live, in large stations, upon their present initial salary, in a manner fitting their position. Others, again, came out to special appointments and cannot hope to be appointed to any administrative post. For such, special terms should be arranged.

82,881. **(IV.) Conditions of salary.**—Rs. 500 a month would ordinarily, however, seem sufficient to attract suitable men to join the service, but the present scale of increments ceasing at Rs. 1,000 a month would seem insufficient to keep them contented. To remedy that it is suggested that increments should be continued to Rs. 1,500 a month and that this scale be retrospective so far as, when sanctioned, to affect officers in the same way as it would have done had it been in force when they joined. This is suggested so as not to deprive officers of benefits which, it is believed, they were about to receive and which have been deferred owing to the appointment of the Royal Commission. Further it is suggested that 25 per cent. of the service in each province should have their increments continued up to Rs. 1,800 by annual increments of Rs. 100. In all cases officers drawing personal allowances should be permitted to continue to hold the same until the proposed maximum is reached.

82,882. **(V.) Conditions of leave.**—It is strongly felt that first leave should be allowed after five years instead of eight as at present.

82,883. **(VI.) Conditions of pension.**—The Indian Educational Service is certainly the worst off of all the Public Services as regards pensions, and it is therefore submitted that the pensions in future should be as follows:—

	£
After 10 years of completed service ...	200
,, 11 ,, ,, ,, ...	220
,, 12 ,, ,, ,, ...	240
,, 13 ,, ,, ,, ...	260
,, 14 ,, ,, ,, ...	280
,, 15 ,, ,, ,, ...	300
,, 16 ,, ,, ,, ...	320
,, 17 ,, ,, ,, ...	340
,, 18 ,, ,, ,, ...	360
,, 19 ,, ,, ,, ...	380
,, 20 ,, ,, ,, ...	400
,, 21 ,, ,, ,, ...	420
,, 22 ,, ,, ,, ...	440
,, 23 ,, ,, ,, ...	460
,, 24 ,, ,, ,, ...	480
,, 25 ,, ,, ,, ...	500

* The memorandum was signed by the following members who were present:—M. Crosse, W. T. Wright, G. A. Wathen, L. P. Saunders, L. Heath, F. R. Tomlinson, J. E. Gately, H. L. O. Garrett, J. E. Parkinson, B. H. Wilsdon. Messrs. Knowlton, Wyatt and Sanderson not being in Lahore were unable to sign though they were in general agreement with the recommendations put forward. Mr. Hemmy was absent on long leave.

82,884. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—Since the work in which the Indian Educational Officers are engaged is essentially on Western lines, it seems to us that appointments in that service should be given to men who have been trained in the West. Administrative posts should in all cases be reserved for men of Western birth as well as Western training.

Division of the service into Imperial and Provincial is satisfactory except that it leads to the appointment in the Provincial Service of men as Professors and Inspectors who have not necessarily had the best possible training for such work, and, in that they have usually had no Western training whatever, they are hardly in a position to impart or supervise education on the most up-to-date Western lines, nor in accordance with British ideals. We think, therefore, that such Professorships and Inspectorships, at present reserved for the Provincial Service, should be gradually incorporated in the cadre of the Indian Educational Service. As the immediate introduction of any such scheme would lead to heart-burning it is suggested that posts should be provided for the Inspectors by the creation of Joint Inspectorships and that a number of posts, at present in the subordinate service, be raised to the Provincial Service.

82,885. **(VIII.) Relation of Indian Educational Service to the Indian Civil Service and Services.**—This has already been dealt with under paragraph 82,880. It may, however, be reiterated that the Educational Service, consisting for the major part of older men of academic qualifications and previous practical experience, should be recognized as a definite branch of the Civil Service, and as such should be entitled to adequate recognition in the Table of Precedence. Its present subordinate official position is hardly compatible with the prominence given to education in India at the present day. At present it is an undoubted fact that the prestige of the Indian Educational Service has been injuriously affected by the fact that members of other Services are appointed to what may be considered the prize posts of the Indian Educational Service, and by the fact that the pay of the Head of the Department compares very unfavourably with that of the Heads of other Departments. In the Punjab, for instance, Mr. Renouf (I.C.S.) was appointed to act as Director of Public Instruction and recently Major Stephenson (I.M.S.) was appointed Principal of Government College and not only that, but on higher pay than men in the Educational Service would have received.

82,886. **(IX.) Other points not hitherto dealt with.**—Owing to his many duties the utility of an officer holding a teaching appointment is greatly increased by his living near his work and it is therefore submitted that quarters should be provided in all such cases.

MR. G. A. WATHEN, called and examined.

82,887. (*Chairman.*) The witness said he was Professor of English at the Government College, Lahore, which chair he had held for about eighteen months, previously occupying the chair of History and Economics, but only teaching Economics. He came to India at the age of twenty-six and had been in the Service for nearly nine years. At Cambridge he took the Classical Tripos, Second Class, and then went to the Universities of Bonn and Paris. For a time he was private secretary to a Member of the Cabinet and then Assistant Master at Tonbridge School for two years. He represented the officers of the Indian Education Service in the Punjab. The written statement put in, although drafted in a hurry, was fairly representative of the views of the Service.

82,888. The witness approved of the present system of recruitment by selection, and considered that no Indian ought to be appointed in England, as he thought in the case of Indians there would be better selection in India. Men who had had their education in England could apply for service to the Local Governments, and it might happen there was a man in India who would make a better professor or College tutor than the man who had been to England, and that man might go to England later to obtain experience. The witness would class all Professorships on the same basis, whether they were held by Englishmen or Indians. In the Government Colleges an Indian might hold a full Professorship, but he was a member of the Provincial Service, while an Englishman was a member of the Imperial Service. He favoured putting all the superior posts together, and those of less importance in another category.

82,889. With regard to the age of recruitment he thought it would be inadvisable for a man to come to India before he was about twenty-seven years of age. The average in the Punjab now was between twenty-seven and twenty-eight.

82,890. The witness said the work performed by Assistant Professors in his own College was at the discretion of the Professor who was responsible for the subject and could divide the teaching between himself and his assistant as he thought fit. In the case of History, Indian History was taught by the Indian Professor and English History by the English Professor. In the case of Mathematics the M.A. work was done by the Professor and the B.A. and F.A. work by the Assistant Professor. Where a subject could be divided it was possible a Professor might specialise in one branch of it. He thought in many cases men recruited for the Assistant Professorships would be well qualified to occupy the positions of Professors; probably when appointed they had taken the M.A. or M.Sc. Degree of an Indian University, and, if they continued to do good work, they might go on leave without pay and take a Degree in England. If they kept up their subject and proved themselves competent scholars and teachers they should ultimately be promoted to the posts of Professors, and he should rather expect them to be selected. The Secretary of State, when the matter was left to him, did not necessarily appoint a man who had experience of teaching, whereas the men who had acted as Assistant Professors and had shown keenness in their subject and had gone so far as to give up their pay for a year or two to go to England would make more efficient Professors than young men who had had no experience. The full Professorship should be a prize post for the men who had done good work.

82,891. With reference to the conditions of service the witness said the officers in his Branch were generally dissatisfied with the conditions, which they considered subordinate, and they asked for a general levelling up of the Department both in prestige and in salary. They desired to keep the present time-scale, but to extend it up to Rs. 1,500 and to have further increments in special cases rising up to Rs. 1,800. Those receiving Rs. 1,800 would normally be senior officers against whom nothing had been reported. He should like to see the principle of strict selection, but it might be invidious and cause more discontent than it was worth. He considered, however, a man should certainly be tested for competency.

82,892. With reference to the remarks in the written statement on the Indian Civil Service, the witness said there was very little difference in the examination passed by an Indian Civil Servant and that passed by Professors, most of whom had taken an Honours School at some University. The men recruited for education became Professionals in Education, while Indian Civil Servants became professionals in another kind of work.

82,893. The witness said he would have professors and administrative officers on the same time-scale. With regard to the question of remaining on the time-scale with all the Service conditions, or engagement for a shorter period without pension, on a Provident Fund with a stated salary, the witness said he would prefer the Service conditions and believed that would be the preference of his colleagues. Teachers came out to this country because they saw a certain amount of safety in their posts. He himself was actually getting more pay in England than he received in India, but he came out deliberately because there was a pension.

82,894. On the subject of its being valuable for education to appoint a Professor from time to time

to occupy a chair for a short period, the witness thought that would be better done by the University than by the Colleges.

82,895. With regard to the relationship of officers with the Deputy Commissioners, the witness said his colleagues in the Inspecting Branch informed him that it was a somewhat invidious position for them to be forced to call on the Deputy Commissioner; they would naturally call on him, but they did not like the existence of an order to do so. It was a sentimental grievance chiefly because the Inspector had to be in close contact with the Deputy Commissioner on many matters.

82,896. With reference to vacations the witness said there was a long vacation of twelve weeks and the ordinary gazetted holidays, and there was now to be a week at Easter in consideration of giving up the holiday on the last Saturday of the month.

82,897. It was important that leave should be given after five years instead of eight, as far as Inspectors were concerned, as they could not get to England in the vacation as the Professors were able to do.

82,898. With regard to pension, the witness said the officers objected both to the period and to the amount. He could not speak for his colleagues, but he was inclined to think that shortening the period would be an attraction. It was stated in the prospectus that pensions were obtainable after ten years' service, one-sixtieth of the pay for every year, but the prospectus omitted to mention that before a man could receive a pension he had to be broken down in health and certified by a Medical Board. On the face of the prospectus it appeared that an officer would be eligible for a pension after ten years.

82,899. (*Sir Theodore Morison.*) The witness said that as Professor of English he took every class in the College, M.A., B.A. and F.A.: the M.A. was equivalent to Classical Moderations, the B.A. work to sixth form, and the F.A., to fifth form education. The M.A. was a combined class of about 25, the B.A. class would number 240 altogether each year, and the F.A. 240 also. University teaching was not very large, and the tendency was more and more to throw the University teaching upon the University. The work of a College tutor was very considerable, and was that of a good House-Master. The qualifications, as far as the F.A. and B.A. were concerned, really required a first-rate Public Schoolmaster. In the M.A. classes he lectured twice a week, but other Professors lectured much more often. The M.A. students received ten lectures a week, and the B.A. nine and Composition classes.

82,900. With reference to the term "Professor" the witness said that to men who came out from England the title was suggestive of the Regius Professor, but most of the work done was not University work. He should prefer to call himself a Tutor and Lecturer.

82,901. The witness thought there was work for eminent specialists in the Punjab University to stimulate interest in a subject. At present a special University Professor came out for six months in the year and had classes of about 25 students. A man who was permanently in India would have classes equally large. The History M.A. class was as large as the English. He did not think it was so desirable to have a specialist in English, as the type of person who lectured on English in England would find no work in India.

82,902. The witness said his proposal was to recruit Indians to the Subordinate Service and give them a chance of being promoted, while appointing Englishmen direct. A Professor would ordinarily join at about 27, and the Indian who was available for a full Professorship at 27 would probably already be in employment. An Indian who had gone to England and taken a Degree at an English University would apply for admission to the Service to the Local Governments, enclosing testimonials from the men who had taught him in England. With reference to testing the merits of the candidates in England and India he thought in the case of Indians there would be no difficulty, as most of them had been graduates of Indian Universities and would be known to be in the field. In Botany, for instance, there would not be many men in India qualified to take up a Professorship. The first consideration to be decided would be whether the recruitment for the post was to be made in England or in India, and that he would leave to the Local Government.

82,903. (*Mr. Chaubal.*) With reference to the proposal in the written statement that administrative posts should be reserved for men of Western birth as well as Western training, the witness said his position was that every Director should be a man of Western birth and Western education, and that a man of Western birth and Western training should be in every Inspecting Division. Men of Eastern birth might occupy an administrative post, but for the present the control of education should be under men of Western birth and training. He defined administrative posts as Principalships, Directorships, and one Inspectorship in each Division. He would welcome an Indian Inspector, as both points of view should be found in every Division. To that extent the remark in the written statement was modified.

82,904. On the point of an Indian student in England being probably unknown to Local Governments, the witness said that when appointments were made in England they might be made to any Province, and other Provinces might not be aware of a good Mathematician who had been a student in Bengal or Bombay, but it would be possible for such a man to register his name with Local Governments as a candidate for a post. The objection to a man being nominated in England was that there might be a better Indian in India.

82,905. With regard to Professors going to England frequently in the long vacation, the witness said that until he was married he went home every year.

82,906. (*Mr. Gokhale.*) The witness said he took his Degree at Cambridge in the Classical Tripos with Second Class Honours, which included Greek Philosophy, Greek and Roman History, and Political Economy. He came to India nine years ago as a Headmaster and served as such for five weeks. When an Assistant Master to a Public School in England he was given to understand by the India Office that he would be Headmaster of a Public School in India, but he found the school had not the remotest resemblance to an English Public School, and, as there was a vacancy in an institution which seemed to him to resemble more closely a Public School, he accepted the position. He had lectured on Economics for about six or seven years.

82,907. With reference to the proposal in the written statement that Provincial Service Inspectorships should be transferred to the Indian Educational Service, and that recruitment for the Indian Educational Service should be as now, the witness said his own position was to abolish the Education Service as such. There would, however, be Assistant Professors or Lecturers and full Professors or Lecturers and a higher section and a lower section of the Service. He would not necessarily recruit for the higher section in England; that would be at the discretion of the Local Government. Any officer recruited might be recruited at once into the higher section. His scheme was to select the best man available for the post at the time, and the Local Government might make the selection or request the Secretary of State to do so. When a Professorship became vacant the initiative would be taken by the Local Government, and if they had a man on the spot they might take him. As an example, there might be a post of Professor of Economics carrying with it a certain pay. If the Local Government had a man, they should put him in direct, or they could put in an Assistant Professor, or ask the Secretary of State for a man, but the Secretary of State should not select an Indian. Indians recruited in England would have a chance of getting, as now, into the Provincial Service. His objection to the Secretary of State was that he was not in a position to know what men were available. By his scheme the Local Government would not omit the claim of any Indian even if the Indian was in England. An Indian in England who wanted a Professorship would be able to write to the Local Governments asking to be considered as a candidate in the event of a Professorship becoming vacant; otherwise he would have to compete against Indians in India. He regarded the English door for Indians as the back door into the Service. He did not think that Indians with the highest degrees would be found

more in England than in India; there were many men in India who had been to England who would apply for posts. He had not the slightest doubt that for all Professorships Indians might be obtained with European Degrees. The Secretary of State might make a narrower selection in the case of an Indian than the Local Government would do.

82,908. With regard to the remark in the written statement that there were certain appointments which non-Europeans should not hold the witness said he meant Directorships and Principalships, with the reservation that there should be a European Inspector in every Division with an Indian Inspector. Although he had no official experience of the work of Indian Inspectors he knew them and did not suggest for a moment that they had not done their work satisfactorily. All he was asking for was a guarantee that the control should be Western.

82,909. With reference to the remark in his written statement that "Given two men, one an Indian and the other an European, in a position where much patronage is to be bestowed, the Indian will have greater difficulties to overcome, greater pressure to withstand, and more criticisms to face," the witness said that did not apply to the Professorial branch but to Inspectors. He did not mean that an Inspector would not be able to withstand the difficulties, but used it as an argument for having European Inspectors in order to increase the likelihood of efficiency, progress, and contentment. He was not suggesting that Englishment should be brought in where Indians were at present, but an increase both of Indians and Europeans.

82,910. He had been told by some Indians that they preferred a European officer for the control of the schools or the districts, and that was his experience after nine years fairly close contact with the Indian public.

82,911. The witness said he was working towards the ideal of bringing Indians more and more into the work and ultimately entrusting the control to them, but he thought this would be best guaranteed by having at present Western control. He should not like to hazard a conjecture as to how long that control would be necessary.

82,912. The witness said he had no statistics to show that, as put forward in the written statement, "a very large number of students in Lahore left the so-called National Colleges to enter Colleges under Western management." He had heard that young men desirous of entering Government Service thought it was more advantageous for them to take a Degree from a Government College or from a College where there was a European Principal because they considered such a certificate carried more weight with Government officials—they generally took the F.A. from an Indian College and joined the Government College afterwards in hope, probably, that a certificate from a European Principal would assist them.

82,913. With reference to the Indian disliking the title of Assistant Professor and the European being shy of applying the title of Professor to himself, the witness thought the title was lightly used by everybody. There was a good deal in the view that Indians did not like being called Assistant Professors because the Englishmen were called Professors.

82,914. (*Mr. Macdonald.*) The witness said his primary object in going to Bonn and Paris was to study the languages and French and German politics, as he was intended for a political career; he took no examinations in Political Economy at Bonn and Paris.

82,915. He could not say that he found any marked difference between the Indian Professors and Assistant Professors who had been educated in England and those educated in India. He was not insisting on Western methods of education in order to have some guarantee that the Western method of education in India should be permanent and successful; he advocated Western birth and Western conditions as increasing the likelihood of progress, efficiency and contentment, and he thought the Western system of education was producing a better type of man.

82,916. With regard to Secondary Education following a definitely English line, the witness said he did not mean by that the men who come to India should come from English schools only as opposed to British schools. A certain leaven of Public School men was required, but those men might come from Scotch Public Schools.

82,917. As to the relationship of the Inspector with the Deputy Commissioner, the witness said he had had no personal experience of the matter, but the complaint was that the two Services were not treated on a level. It was not that the Inspector had to call upon the Deputy Commissioner, but that the latter was not bound to receive the Inspector and had been known to treat him with discourtesy.

82,918. (*Mr. Abdur Rahim.*) The witness said there was scope for Professorial work so far as M.A. teaching was concerned and in the Honors Class for the B.A. also. That class was small but developing.

82,919. (*Sir Murray Hammick.*) The witness said Professors not only had the twelve weeks' vacation, but also the holidays gazetted by Government. At Christmas the holidays generally extended from 20th December to January 1st. When he first came to the country the vacation lasted two-and-a-half months and there was a fortnight's holiday at Easter, but later on that was changed to twelve weeks' vacation and no holiday at Easter. There were two days' holiday for the Muharram.

(The witness withdrew.)

REV. C. F. ANDREWS, St. Stephen's College, Delhi.

Written statement relating to the Educational Service.

82,920. (1) I regard a separation of University from School inspection work as ultimately necessary under modern conditions. University life in India has now advanced beyond the crude, elementary stage. Residential teaching Universities are being formed. University professorships are being founded. Post graduate research work is coming to the front. The whole situation is altered from the earlier days when a teacher's work could be interchanged with inspection work and *vice versa*. Our modern Indian Universities are offering increasingly wide and important careers to those who are engaged in teaching. The Education services themselves must change with the changed conditions. Unfortunately the only important change hitherto (the division into Imperial and Provincial services) has been in a reactionary direction. There appear to me two ways of meeting the changed conditions:—

(*a*) A reconstruction of the Education Services on a new basis. Instead of the old "Imperial" and "Provincial" Services there might be a "University Service" and a "School Inspection Service."

(*b*) An abolition of the "Service" system altogether within the University sphere. Pay, etc., should be allotted to the post, not to the person. The person shall be free to make his own movements in his own profession, and not be bound by Service Regulations.

(2) The objection to (*a*) would come from those who regard the Directorship of Public Instruction as the goal of the Service. They would regard a purely University career as leading away from, and not up to, the highest posts. The objection is valid, if the Directorship were the only end in view. But new posts are now being made in the Universities themselves, such as University Professorships, carrying with them high remuneration. These would be the goal of a "University Service." [I would gladly outline a scheme for a "University Service" if it would help the work of the Commission to consider it. I am perfectly certain if its prospects were made clear, and it was put forward as a career in itself, it would attract a far more scholarly type of men than those who are now being recruited.]

(3) Personally, however, I shall look forward with more hope to (*b*) than to (*a*). The ultimate question to be faced, on the University side, is the position of the Government Colleges themselves, for which recruitment takes place. The history of these is, that they were established as "Model Colleges" in

the early days, when no high standard of College efficiency had been attained by any existing institution. The University, then, was a mere examining body: the College was the teaching body. Now the situation has markedly changed. The Universities are rapidly becoming teaching bodies and all new Universities are being founded on that basis. Even an old examining University like Calcutta has so remodelled itself in the past two years that it has created, I believe, 15 University Professorships and has now a body of 1,000 post-graduate students, attached to the University rather than to the separate Colleges. The individual Colleges have also had a remarkable development. The criterion of efficiency has stepped from that of mere employment of up to date apparatus to that of acquiring a living College spirit through touch with religious or national or civic movements of the country. One College may have lakhs of money spent on it and be dead: another College may be impecunious but living. The test of life in University matters is in touch with living movements.

(4) These two factors (the change in the University and the change in the College spirit) have tended to drive the Government Colleges into a backwater. They have struggled bravely, and even nobly, to get back into the open stream; but they are crippled and hampered by the present service conditions. The crude division of 'Imperial' and 'Provincial' has been a permanent grievance, canvassed by every Indian student. The temptation to seek inspectorships, outside the University, has prevented a wholehearted absorption in the life of the University itself. The rules and regulations of the 'services' have impeded the healthy growth of the Government Colleges themselves as self, organising institutions in close touch with the community. Personally I look forward hopefully to the day when these Colleges will be let loose from the safe harbour of Government patronage and direction and launched upon the rising tide of civic life. The air there will be found much bracing and invigorating than that which now surrounds them. They would be supported largely by local and provincial patriotism and the public would have a deep interest in their welfare. If Government Colleges were placed at last in the hand of the community the funds released might be used for University development. Government would be able to foster this to-day, as it fostered College development in earlier times. It would thus come once more into the van of progress.

(5) If asked therefore to choose between (*a*) and (*b*) I should prefer (*b*). In that case, so long as the Government Colleges still remained entirely under State control, the only change that would be needed would be to attach pay, etc., to each College post, and recruit for the post itself. Those on 'Service' pay might have the option of continuing as they were, or of changing to 'Staff' pay. Gradually the 'Staff' pay system would become universal, as old 'Service' claims died out. Then, if the Government Colleges were at last 'nationalised,' there would be no cumbrous 'Service' conditions to overcome.

This then is my main proposition: *Either.*—The creation of a 'University Service' and the abolition of the distinction of 'Imperial' and 'Provincial' in this sphere; *Or.*—The abolition of the present 'Service' conditions altogether in Government University appointments. Of the two alternatives I prefer the latter, as more in keeping with the trend of modern University life in India.

(6) I regard this *University* question as by far the most important which the Commission has to settle with regard to Education. In spite of the most lavish expenditure of State money (it is computed, for instance, that a student in a Government College costs the State sixteen times as much as a student in a State-aided College) the Government Colleges are now keeping in touch with the new spirit of the age. The men who are being recruited are, with certain noable exceptions, markedly inferior to those who came out in the past, and they have no enthusiasm for the present Service. Men of the highest ability prefer to stay at home, on a miserable pittance, as Assistant Lecturers in an English University and refuse to come out to India on treble the pay. Really first class men, Indians and English alike, are offering almost daily for educational work, on barely a living wage, in State-aided or Private Colleges; but three or four times the amount of pay will not induce them to take posts in a Government College. This state of things cannot go on much longer without a terrible disaster; for an enlightened Government cannot afford to lose touch with the progressive elements of higher education and fall back on mere wealth and past prestige.

Rev. C. F. Andrews, called and examined.

82,921. (*Chairman.*) The witness said he had been for nine years on the staff of St. Stephen's College, Delhi, which had 212 students, and the Principal of which was Mr. Rudra. The staff numbered 19, eight being Europeans and the rest Indians. Before coming to India he had been about six years at Cambridge University. For some time he was engaged in Mission work in East London, and then went back to take up education work at Pembroke College. Outside St. Stephen's College he had had no experience of educational work in India except that gained from a little University work and inspection work. He had only actually visited officially one College, but he had seen a great many colleges in India privately. St. Stephen's College was a Missionary College receiving a grant-in-aid from the State, the grant being given on account of efficiency and the College having a free hand in its use.

82,922. The witness said his main position was that the Inspectorate in the Educational Services should be separate from the Professoriate. Most of his remarks in the written statement dealt with the Professorial side, which was the only side he was acquainted with. His scheme was to abolish the present system altogether and to recruit to particular posts on contract terms. The post might carry pensions according to length of service. The scheme was practically that which existed now outside Government Colleges. The staff at St. Stephen's College was probably more permanent than the staff of most colleges, and quite as permanent as a Government college staff, but it might be that in some outside Colleges many officers would not stay to qualify for pension. The witness attached some importance to keeping a man on as Professor, as his experience was extremely valuable, but he also attached importance to the infusion of new elements into the College. Under a system of recruitment for post rather than for a service there would be much greater elasticity than at present.

82,923. The witness objected very strongly to the present system of cold weather Professorships, because there was a danger that in the long run it would prevent the recruitment of really good men who might rise to posts that were open to them, and it closed the posts to men who were already in the country. As a temporary measure it might have a certain value, but educationally it was bad. The system he proposed could be established in a Government College as the Universities expanded and as University teaching reached a higher level. A free atmosphere of competition on the whole was a stimulus to education greater than that obtained by bringing a man out who gradually rose from one scale of pay to another without being free to choose his own post. It was certainly in the interests of the College to put a man into a post for which he was trained, and naturally if he had not the qualifications he would not obtain a post. The fact that each post in a College required more and more a specialised training was a partial result of the advance of education and would encourage men to specialise. At present there was no very strong spur to a man to gain higher educational qualities. If the posts were all open to free competition a man who wished to compete would make himself educationally efficient by specialising in his spare time and vacations. The whole of the Professorial chairs should be open to competition. It was quite true that even under the present system men could not get into a College unless they had qualified, but there was a danger of stagnation which would be avoided by a freer

atmosphere of competition. Now there was a danger of Government Colleges getting out of the living current of public life and of education becoming stagnant.

82,924. He could not conceive of a Government College being in the position of St. Stephen's College in which eight European Professors were under an Indian Principal.

82,925. There were a number of ways in which Government Colleges were falling behind, though they were struggling very hard. A great deal of money was being put into them to keep them up to the level of the best private Colleges, but they had not the living spirit of the private Colleges. A College like Fergusson College in Poona was a living College compared with a Government College, which gradually became formal. He hoped by free competition to bring the Government Colleges into the flow of the tide rather than into a back-water.

82,926. The witness said he did not consider an Indian Principal was an absolute necessity, but there ought to be the possibility of such a Principal of every College. As far as he knew, at present there was not even the possibility of an Indian Principal being appointed in any Government College. Dr. J. C. Bose of Calcutta was a most distinguished man, but he did not think he would ever be allowed, under any circumstances, to become Principal of a Government College. He did not know whether there was any legal obstacle, but he did not think there had ever been an Indian Principal. He did not attach importance to the maintenance of a European element as such in the College staff. His own experience showed him that very often an Indian was able to give the Western idea of education better than an Englishman, just as in England very often an Englishman was able to teach French better than a Frenchman.

82,927. The witness admitted that those who came to the Missionary Colleges were in rather a different category from those who entered the Education Service, as they were manned by men who were inspired with the idea of a great Missionary purpose; but apart from Missionary methods the free spirit and atmosphere of a Mission or private college was an attraction, which men, generally speaking, did not find in a Government College. They were not under the conditions of a definite service and were able to change their posts or go elsewhere. He would much rather have high qualities in individuals than a very complete organisation. For education to attain a high standard it must be, to a great extent, dependent upon the personality of educators and their living spirit. The tendency of a service was rather to formalise.

82,928. (*Sir Murray Hammick.*) The witness admitted he had heard of cases of men who had come out into private Colleges and afterwards endeavoured to get into Government service. He did not for a moment say that men were happier in private Colleges. There were always men in private Colleges who were ready to apply for appointments in Government Colleges, but he thought there were a great number of men who were not anxious to get into Government employ.

82,929. It was not his proposal to abolish Government Colleges altogether, but to nationalise them. The College should remain and grow as a college, but it should come more and more under other control than that of Government. The Government should look forward to the time when Government Colleges would no longer exist as such, but become local Colleges supported by local subscriptions and governed by local comittees, and in every sense expressing the spirit of the place. As to the means by which this could be brought about, he did not wish to go into detail but simply to make his main proposition that recruitment should be for posts rather than for a Service. That was one step forward to nationalisation. The new-comers would not necessarily be Government officers. They would probably be Government officers as long as Government paid them, but as the College gradually became more and more self-supporting, and Government paid less and the locality more, each of the posts would come more and more under the control of those who were supporting the College. He asked the Commission to reccommend the abolishing of the Service because he believed that would lead on to what he ultimately wished for.

82,930. With regard to the remark in the written statement that a student in a Government College costs the Government sixteen times as much as a student in a State-aided College, the witness said that had been told him by the Principal of one of the leading Colleges in the Punjab, but he could not give any statistics to support the statement.

82,931. The remark in the written statement that the men now being recruited were, with certain exceptions, markedly inferior to those who came out in the past, was, the witness said, based on his own personal knowledge of Government Educational officers; it referred entirely to Northern India, and not to the South. He had been looking at the qualifications in the last three or four years of each man who had come out into the Service, and he thought if they were compared with those of the men who came out ten years ago it would be found that the statement was not much of an exaggeration, if any. He did not agree that the men who were now coming out were quite suitable for the positions they held; he thought there was a distinct decline in Northern India. He had been told that it was the easiest possible thing to get the very highest men to come as Assistant Lecturers to the Universities in England in posts which might lead on to Professorships at £150 a year and they would go on for years at that rate and yet those men would not come out to India.

82,932. (*Mr. Abdur Rahim.*) The witness said Mr. Rudra had been Principal of St. Stephen's College for about eight years, and the whole of the administrative work had been done by him very satisfactorily. Both the Principal and the Vice-Principal were Indians and did the whole of the administrative work of the College. The fact of an Indian being at the head of a College assisted to bring the whole staff more into harmony with the students. The relations between the Professors and the students in Missionary and private Colleges stood on a different footing from those in Government Colleges, and he believed the unsatisfactory relationships in Government Colleges were due chiefly to the present division into the Imperial and Provincial Services. Students recognised the injustice of cases like Mr. J. C. Bose and others. Where there was division or grievance amongst a staff, that division or grievance would be found amongst students also. The unity of a staff was the most vital element in the unity of the College, and that was one of his very strongest objections to the division of the Service into inferior and superior branches. He could not understand how it had gone on so long.

82,933. (*Mr. Macdonald.*) The witness said that when he was in England last year he found the Indian Educational Service was looked down upon at Cambridge University, where it was said that it had not the standing that it used to have. He had heard that it was considered no very great educational honour to be a Professor at an Indian University now, and that appeared to be the general feeling, with certain great exceptions. Under the present circumstances of University and College education in India there was nothing, except Missionary enthusiam, to bring a good man to India. Recently he had been anxious to obtain a first-rate man for the Educational Service, a man who was well versed in games and in every way suited for educational work. He wrote and made the suggestion and received a letter from the young man saying that he had been strongly advised not to join the Service by one of the very highest officers in the Punjab and one of the reasons put forward was that it was inadvisable to mix with the students. That state of things would not be changed so long as the body of Professors formed a service. He knew of no University or College in the whole world based on the system adopted in Indian Government Universities and Colleges.

82,934. With reference to the scheme he had put forward he failed to see any difference between it and the ordinary operations of English Colleges and Scotch Colleges. His point was that the College itself should be a self-supporting body ultimately, and that the Government grants should not be given in the form of payment for certain chairs, but should be spent by the University or College authorities as was done in the ordinary English Universities and Colleges. When a chair was vacant the appointment

should not be made by a Director of Public Instruction or a Local Government, but by a qualified Senate or committee belonging to the College. From that, in the course of time, further transformation would take place in the natural way.

82,935. (*Mr. Fisher.*) With regard to the qualities required in a Professor of an Indian College, the witness said that the work being more or less analogous to English Public School work he wanted the Public Schoolmaster type of man, but the University Professor type was also required. The standard today was higher than when he first came out and was rising. The higher stages of education, such as M.A. classes, were largely growing, and he believed there were over one thousand M.A. students in Calcutta at the present time. The qualities of a good public Schoolmaster were mostly required in the first two Intermediate classes, and in the higher classes there was every chance for a man with University qualifications making a very deep impression on the students and also himself rising to University Professorships. University Professorships were now coming in like a flood, and there would be a very large number in the course of the next ten years. His idea was to make these posts the goal of the Professoriate. For a senior Mathematical post in a University he should require in the applicant, first, the highest University qualifications, and secondly, character, sympathy, athletics, and the power of mixing with students. For the post of teacher of English in the Intermediate classes of the first and second year he should put, first, character, sympathy, athletics, and the power of mixing with students; and the higher academic qualifications second. Every College trying to work up a decent standard was specialising far more than in the past, and the endeavour was being made as much as possible to make the teachers in the Intermediate classes specialise in that direction and teachers in the B.A. classes to be specialists in their own work. In other words, the College posts were gradually grouping themselves into two groups, a more advanced and a less advanced, and the F.A., as far as he could see, would always remain until the age of admission had advanced to the public school stage.

82,936. He was not prepared at present to recommend that appointment to chairs should be by Senates of the existing Universities; ultimately he should look forward to their being appointed by a College body itself under certain powers of veto. His ultimate idea was a University largely supported by local funds and to some extent controlled by the community, somewhat on the analogy of a civic University in London. One College at Lahore was entirely supported by the enthusiasm of a religious community, and there were colleges supported by the enthusiasm of a local community, of which he thought the Agra College was an example. He hoped, also, that the Government College at Lahore would evoke the enthusiasm of the Province and especially of the city in which it was placed. He also hoped civic enthusiasm would be shown for the University. He wished the Government to take up the University stage, and work wholly in that direction, as it did so splendidly in connection with the College stage fifty years ago. The Government ought to be the pioneer in University progress, leaving College progress more and more in the hands of the people. He did not think there was any chance of University affairs at present being under civic control, but the time was ripe for civic control of Colleges.

82,937. (*Mr. Sly.*) The witness said he had not had experience of the inside teaching in other Colleges, but he had a good deal of knowledge of the staff and of the ideals of private colleges. His ultimate aim was to free Colleges from Government control and to make Government the pioneer of University progress, provide funds to allow the Universities to expand and create posts. As Government created model colleges fifty years ago, so he hoped it would create free Universities in the future.

82,938. The witness admitted that freedom of Government control over Colleges depended on secondary education being good; if that was on the right lines it might be assumed that College education would continue on right lines. He had considered the effect of the present condition of secondary education on his proposals, but he did not see its bearing on the subject. If statistics showed that the Government Colleges were substantially more successful in the percentage of students that took degrees than private Colleges that fact might slightly modify the criticism he had made of Government Colleges, but he thought the figures would probably be the other way. His own experience in the Punjab was that a very large number of University scholarships, to take one point, came from private Colleges.

82,939. With regard to the interchange of Professors and Inspectors, the witness said he had known of cases of Professors who told him they desired to go into the Inspectorate line.

82,940. The witness said that in computing the cost of a student in a private College and a Government College he would accept the statistics given in the "Quinquennial Review of Education." His own figures only dealt with the cost to the Stage not the cost of the whole education. One of the greatest Colleges in Lahore at one time was only getting a grant from the State sufficient to pay one Junior Professor in the College. Under his policy Government, when it gave up the Colleges, would very largely reduce its expenditure and throw the burden on local contributions.

82,941. (*Mr. Gokhale.*) The witness said that he had no experience of any difficulties ever having arisen from European Professors working under an Indian Principal. The spectacle of Englishmen loyally working under an Indian Principal naturally gave the College a certain advantage over Colleges where Englishmen occupied a position of superiority and Indians a position of inferiority. He thought the students liked the position of Europeans working under an Indian and respected it; and it made them happier. There was also a school attached to St. Stephen's College, the head of the school being an Indian, and the teachers under him Europeans, and no friction of any kind occurred.

82,942. He had met Indians who had imbibed the Western spirit as much as it was desirable they should do; he did not want Indians to be Anglicised altogether, but to imbibe whatever was best in the West and apply that best to Eastern conditions. For that purpose he thought an Indian who had imbibed the Western spirit would have certain advantages over an Englishman to whom the East was more or less new, as he would be able to interpret the West to Indians better than a European, other things being equal. In a College the staff and students ought to be united in harmony and sympathy, for the College to do its best work. If there were any irritating distinctions, or too much thought was directed towards pay and prospect, and the students did not feel that the Professors sympathised with their progress, the work was seriously hampered.

82,943. The witness believed the difficulties in the way of English Professors exercising the same influence as they used to do were increasing every year. It would not now do for European Professors merely to take part in sports; it was necessary for the students to feel that their best interests were the first consideration.

82,944. The great evil at present was the division into Provincial and Imperial Services, but there would be a still further advantage if the Service itself was abolished in the University.

82,945. If that disadvantage was taken away from the Government Colleges they would do better work than they were doing to-day.

82,946. (*Mr. Chaubal.*) The witness said civic enthusiasm was not sufficiently advanced to enable Colleges in the near future to be self-supporting, but that enthusiasm would grow every year. He could imagine that Government was occasionally asked to take over civic Colleges on account of communities wishing to get rid of the burden owing to the weakness of civic patriotism.

82,947. (*Sir Theodore Morison.*) The witness admitted that civic patriotism had shown itself rather weak. He instanced the Agra and Bareilly Colleges as Government Colleges which were handed over to a municipal body of trustees, but did not know sufficient about them to say whether they were encouraging examples. The principle, however, was right. It was much more difficult in India to encourage a civic

spirit than a religious or sectarian spirit, but the civic spirit was growing and if encouraged by Government would grow still further. Because up to the present Indian self-government had not been a success, that was no reason why it should be abolished. He had not gone into the method by which Government Colleges might be nationalised, because he did not think that came under the present enquiry. He pleaded for nationalisation as a policy but could not go into details as to how it should be carried out.

82,948. (*Lord Ronaldshay.*) The witness said, other things being equal an Indian Professor who had acquired the Western spirit would probably be more successful in instructing Indian students than an English Professor; but he did not deduce from that that St. Stephen's College would be a more efficient educational institution if for the present eight European Professors eight Indian Professors were substituted. He did not, however, contemplate the eight European Professors remaining there in perpetuity. At present the College required what European Professors only could give, for example, athletics. The European element was very necessary if the right Europeans were obtained.

82,949. With regard to qualified English Professors coming out to India imbued with a zeal for educational work, the witness said he knew of a certain Professor who had definitely given up a Government College in order to take service with a private college on a mere pittance, because he felt he had more freedom for self-expression. There were men with a sympathy for the country apart from missionary or religious zeal. The observation in the written statement that really first-class men, English and Indians, were offering themselves almost daily for educational work in India in the case of State-aided and private colleges, men who would not come out into Government service, might be taken almost literally. If the men in Government colleges had more prospects and a freer choice in their career and, in the long run, of a University professorship, it would tend to bring back again a higher scholastic qualification.

82,950. (*Mr. Crosse.*) The witness said he would qualify his statement that the Government colleges were in a backwater by saying that on certain sides they were going forward, as for instance the technical and mechanical side and actual equipment, but on the side of educational life and spirit the remark was true of the Government College at Lahore. The Government college had led the way in certain matters, but in others had fallen behind. There were many Professors who had definitely stated they were dissatisfied with their service owing to their loss of freedom. He had constantly heard the Educational Service complained of by officers, and he himself felt that the Service was not what it ought to be.

(The witness withdrew.)

At Delhi, Friday, 28th November, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.
JAMES RAMSAY MACDONALD, ESQ., M.P.

And the following Assistant Commissioners—

J. G. JENNINGS, ESQ., M.A., Indian Educational Service, lately Principal, Muir Central College.
M. CROSSE, ESQ., M.A., M.SC., Inspector of Schools, Punjab.
KHAN BAHADUR MAULVI UMAR-UD-DIN, Inspector of Schools, Rawalpindi Division.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*)

AFTAB AHMAD KHAN, ESQ., B.L., Trustee of the Aligarh College.

Written Statement relating to the Educational Service.

82,951. I am asked to express my opinion on the present system and condition of the Educational Service in India. I may say that I am not much acquainted with the technical part of the subject and can submit my views only as regards the general principles which underlie the system and the educational interests which it is meant to secure.

(2) The Educational Services of the country, as they exist at present, are classified under the following two main heads:—(*a*) The Superior Educational Service, and (*b*) The Subordinate Educational Service. The Superior Service is said to consist of two classes—(i) The Indian Educational Service and (ii) The Provincial Educational Service; and the Subordinate Service consists of (i) The Subordinate Educational Service and (ii) The Lower Subordinate Educational Service.

82,952. **(VII.b) The working of the existing system of division of services into Imperial and Provincial.**—The first point which deserves consideration is the question as to whether the division of the Superior Service into (*a*) the Indian Educational Service, and (*b*) the Provincial Educational Service is sound or necessary. In my opinion the division is neither sound nor necessary. In a Despatch dated the 6th January 1905 the Secretary of State for India has explained that "The Provincial Service was intended to represent side by side with the Indian Educational Service, the highest class of Employment open to natives of India. Both of these branches, that recruited in England and that recruited in India, together form the Superior Service of the Education Department, the difference between them being not in status or duties but in the conditions of employment as regards pay, leave, and service for pension. Thus the only reason which is given for maintaining this division is the difference in the conditions of employment of these two classes of officers as regards pay, &c., while there is said to be no difference in the status they possess or the duties they perform. It is thus assumed that the difference in the conditions of employment as regards pay &c., does not effect the status and position of the Members of either Service. I am, however, unable to appreciate the force of this reasoning. In my opinion those officers who are appointed by the Secretary of State on higher pay and better conditions must occupy, and do occupy higher and better position than those who are appointed by Local Governments on less pay and on conditions not equally favourable. It is nothing

but a fiction to hold that men employed on different terms can ever have the same status, or form one service on sound lines.

To my mind the real reason of this arrangement appears to be the idea that the services of suitable Europeans cannot be secured without the offer of better terms than those which can attract suitable Indians for the same work. But considering the class of men we require for the Superior Service the idea that the services of suitable Indians can be secured on cheaper terms is not well founded. The fact is that Indians of real ability prefer other occupations and professions which are more paying and attractive than the Educational Service, and I am sure that unless sufficient and high remuneration is offered Indians of real promise will not be attracted towards Educational work. Thus both with a view to raise their status as well as to attract Indians of real ability to this service it is essential that there should be no difference in the conditions of employment of Europeans and Indians who are to form the Superior Service of this country. Therefore the division of the Superior Service into the two classes should be abolished, and they should both form one service in the real sense of the term.

SUPERIOR SERVICE.

82,953. As regards the Superior Service the following points deserve special consideration:—

(i) Whether the present system of recruitment is satisfactory.

(ii) Whether any period of probation is desirable.

(iii) Whether the present scale of pay is sufficient to attract men of such qualifications as are required in the interest of education in this country.

(iv) Whether the conditions as regards pension are satisfactory.

(v) Whether this service should remain practically confined to Europeans as has been the case so far.

82,954. **(I.) Method of recruitment.**—In my opinion the present system of recruitment is not quite satisfactory and needs revision and improvement. At present all appointments for this service are made by the Secretary of State for India, but I do not know the procedure which is followed in making selection of suitable candidates. My suggestions in this connection are as follows:—

(i) All Principals and Professors of Colleges, Inspectors of Colleges and Schools, and Headmasters of Model High Schools should belong to this service.

(ii) No one should be appointed to this service who has not obtained First or a good Second Class in honours in any subject at any of the English Universities, preferably Oxford and Cambridge.

(iii) At every English University there should be a Board with the Vice-Chancellor at its head for the purpose of making first selection of suitable candidates for Educational Service in India.

(iv) The Secretary of State should select candidates out of those recommended by the above-mentioned Boards, or from among those who have already served with distinction in a College or Public School in England.

(v) The Government of India should also have the power of recommending for selection by the Secretary of State the names of such candidates as possess the required qualifications and have come out to India after completing their education in Europe.

82,955. **(II.) Systems of training and probation.**—Candidates after the selection by the Secretary of State, should be required to continue their study in their special subject for a period of one year at Oxford or Cambridge, or with the special permission of the Secretary of State at any other University. Those who may be selected for professorial work should devote their probationary period to study and research in their special subject under the supervision of the University Professors; and those who may be selected as Inspectors or Headmasters should spend the period in the study of Theory and Practice of Education. For the period of probation the selected candidates should get an allowance of at least £200 a year.

82,956. **(IV.) Conditions of salary.**—As to the question of pay my opinion is that the Government should be as liberal in this matter as their funds permit. The quality of the staff is the most important question in this whole problem, and any expenditure upon its improvement is an investment in which we the people of India are virtually concerned. Any expenditure on this object should have preference on all other requirements which may be cut down to the lowest limits in order to provide sufficient means for attracting the best possible persons for this Service. I am in favour of time-scale, and would recommend that every Officer of the Superior Service should start with Rs. 500 a month, and should have the right to rise with an annual increment of Rs. 50 to Rs. 1,500 a month in twenty years. Over and above this every Principal should get an allowance of Rs. 300 a month, and in Colleges which have the residential system every senior tutor should get Rs. 200 a month and every ordinary tutor Rs. 100 a month. There should also be special allowances to be awarded to those who may distinguish themselves in any particular branch of learning as an encouragement to research and original work in the domain of knowledge. I suggest these liberal and higher scales of pay with the chief object of attracting men of higher standard of qualification and not for the Service as it recruited at present.

82,957. **(VI.) Conditions of pension.**—As regards the question of pension I am of opinion that an Officer of the Educational Service after a service of 25 years, should be entitled to retire on half the pay as his pension. This rule should be applicable to all branches of the Educational Service. I make this suggestion for two reasons:—(i) Because officers in this service may begin work at a later age than is usual in other Services, and (ii) to make the Service more popular.

82,958. **(VIIa.) Such limitations as may exist in the employment of non-Europeans.**—As to whether the Superior Service should be practically confined to Europeans, as has been the case so far, I am of opinion that for a long time to come we do require the services of Europeans and particularly of Englishmen in the Educational Department of the country. We require their services for two objects:—

(i) For teaching those branches of knowledge in which we, in India, have not attained the European standard of advancement; and

(ii) For enabling our young men to come into actual and personal contact with European culture and English mode of thought, and thereby helping them in the formation of their character.

It is therefore extremely important to have a sufficient number of European and British Scholars in our Educational Service. But the time has come when every encouragement should be given to Indians to qualify themselves for the Service, and those who are, or may be, qualified should be appointed to this Service without any restriction. I learn that ever since the institution of this Service only three Indians have been appointed up to this time, which is not a satisfactory state of affairs, and should not be allowed to continue any longer.

PROVINCIAL SERVICE.

82,959. For the future this Service should be separate from the Superior Service and Officers such as the following should belong to Provincial Service:—

(i) Assistant Profesors of Colleges.

(ii) Assistant Inspectors.

(iii) Headmasters of High Schools other than Model High Schools.

(iv) Headmasters of Training Schools.

These officers should be recruited by Local Governments, as is the case at present; and the necessary qualification for this Service should be the Degree of Master of Arts of any of the Indian Universities or Degree of Bachelor of Arts of any of the European Universities. But if any member of this Service gives proof of exceptional ability in any branch of learning he may, on the ground of approved service, be promoted to the Superior Service with full status and pay attached to that Service.

As to the pay of officers belonging to the Provincial Service my opinion is that they should start with Rs. 200 a month, and should be entitled to rise, with an annual increment of Rs. 25 to Rs. 700 a month in twenty years. This will make the Service popular, and will induce many of those who now seek Deputy

Collectorships and other similar posts choose educational line in preference to those which are more paying and attractive at present.

SUBORDINATE SERVICE.

82,960. Then comes the question of the Subordinate Educational Service, to which the following officers may belong:—

(i) Deputy Inspectors and Sub-Deputy Inspectors.

(ii) The Headmasters of Anglo-Vernacular Middle Schools and Assistant Masters of High and Middle Sections of Anglo-Vernacular schools.

(iii) Teachers in Training Colleges and Headmasters of Normal Schools.

These officers are to be recruited by Director of Public Instruction, and the necessary qualification for this Service should be M.A. or trained B.A. of any of the Universities of India.

The scale of pay should be from Rs. 60 a month and with an annual increment of Rs. 12 it should rise to Rs. 300 a month in twenty years. But any officer who gives proof of exceptional ability may be promoted to the Provincial Service with the full status and pay attached to that Service.

THE LOWER SUBORDINATE SERVICE.

82,961. This part of the subject practically covers the field of Primary education, and may be considered under the following heads:—

(i) Qualification of teachers.

(ii) Salary of teachers.

(iii) Pensions or bonus for teachers.

(iv) Status.

Qualification of teachers.—The passing of the Vernacular Final Examination and the Normal School course should be the necessary qualification for this Service as is the case at present. This whole subject has been recently considered in the United Provinces by the Committee on Primary Education and the matter is now under the consideration of the Local Government.

Salary of teachers.—As regards the salary of teachers my suggestion is as follows:—

(i) That in every Vernacular Primary School the minimum pay should be Rs. 12 a month.

(ii) That the minimum salary of a trained teacher in Vernacular Primary School should be Rs. 15 a month.

(iii) That teachers who are likely to spend their lives in Upper Primary Schools should rise to the maximum salary of Rs. 30 a month; and those who are likely to spend their lives in Town Schools should rise to Rs. 50 a month.

The scale of pay should be so arranged that the above-mentioned maximum salaries may be attainable in twenty years.

Pensions or bonus for teachers.—So far as this Service is concerned the grant of bonus is preferred to pension, and I may suggest that every officer of the Service should contribute one anna a month in the rupee and an equal contribution should be made by the Government or the District or Municipal Board towards the Bonus Fund of every such officer.

Status of teachers.—So far as teachers of Primary Schools are concerned the question of status is very important and deserves special consideration. It is obvious that apart from educational qualification the social position and status of the Teacher plays an important part in the success of an Educational system, and hence the question of the status of teachers is of special significance and deserves particular consideration. In former days the Maulvi of a Maktab or the Pandit of a Patshala used to command much more respect than the teachers of the Primary Schools of the present day. It was so not only because they were better paid, but chiefly because they were respected by the elders of their pupils. The Maulvi and the Pandit derived their importance from their position as Imam and Spiritual Adviser of the people. Modern pedagogues in the existing Educational system of the country do not enjoy the same confidence and respect as did their predecessors. Moreover it is a matter of common knowledge that the teacher in a village school does not receive proper treatment at the hands of Government officials. Thus the small salary and contemptuous treatment combine to lower his status in the eyes of the general public, and it is now time that something should be done to make up for all these defects so that men of better social position may be induced to seek this service. In my opinion the following methods should be adopted to make the teaching line more attractive and honourable:—

(*a*) Good service of successful teachers should be recognised on some occasion of public importance in some suitable manner, such as the award of certificates of good work by the Collector of a District on the occasion of some Durbar or public function.

(*b*) Occasional promotion and transfer of successful teachers to other suitable posts under the district of Municipal Board or the Collector of District, carrying better pay and prospects.

(*c*) The District Officer should be directed to treat the school teachers with courtesy and due consideration, and the Inspecting Officers of the Department should be required to pay a special regard to the status and position of the teachers and should treat them with due respect in the presence of their pupils such as to offer them chair and to address them in courteous language.

DIRECTOR OF PUBLIC INSTRUCTION.

82,962. So far I have said nothing about the post of the Director of Public Instruction which is the most important post in the whole Service. Every one will agree that it should always be filled by some Educationist who has had ample experience of educational work in this country, but in my opinion the time has come when a proper estimate should be made of the extent and importance of the work which the head of the Educational Department of a Province has to do in this country. The problem of education is so vast and intricate, and the interests which it comprehends are so diverse and peculiar that it is too much to expect that any European head of the Department can do the work successfully or can devote his attention to important educational questions without sufficient and proper help. I may mention here some of those important questions which need special attention and which under the present circumstances are not properly looked after:—

(i) Education of the masses, (ii) education of women, and (iii) Muhammadan education. My suggestion is that there should be an officer belonging to the Superior Service in charge of each of these educational interests, and whose duty should be to make a special study of his branch and help the Director in all matters connected with that branch.

The importance of promoting the cause of Mass Education and of the education of women is recognised by everyone, and I need say no more about them on this occasion. But the question of Muhammadan Education requires some explanation. It is needless to remark that the question of education is of the utmost importance for Muhammadans whose very existence as a living people depends upon in its proper solution. They are, so to say, in the position of an invalid for whose recovery special treatment is necessary, but so far their special requirements in the matter of education have not received the attention which they need and deserve. This has been mainly due to the fact that the question has not been properly represented before the authorities up to this time.

My suggestion therefore is that a Muhammadan officer, belonging to the Superior Service, should be appointed whose chief duty should be to study the educational needs of the Muhammadans of the Province and should act as Educational Secretary to the Director of Public Institution in all matters connected with the question of their education in that Province. For this purpose this Muhammadan officer should have power to inspect all educational institutions in the Province and should be required to pay special attention to the condition of Muhammadan institutions which are now coming into existence in all parts of the country, and which badly need official support. I wish this officer to be a Muhammadan for the following reasons:—

(i) Experience has shown, as it is only natural, that no non-Muhammadan officer can be in a position to understand the feelings and requirements of Muhammadans to the same extent as a Muhammadan can.

(ii) No non-Muhammadan, naturally, can be expected to have the same enthusiasm and zeal which in our own present condition we need so badly, in the cause of Muhammadan education as a Muhammadan himself.

(iii) The appointment of a Muhammadan officer in this position will give confidence and will be the means of removing many complaints real and otherwise.

I am therefore of opinion that such important educational questions as mentioned above should be entrusted to separate officers who should be in the staff of the Director and should act as his Secretaries in all matters connected with their respective branches.

Mr. Aftab Ahmad Khan called and examined.

82,963. (*Chairman.*) The witness said he had been a member of the Legislative Council for the United Provinces. He had been trustee of the Aligarh College since 1897, and had been Fellow of the Allahabad University for some years. He was Honorary Fellow at the present time. He had been Joint Secretary of the All-Muhammadan Educational Conference since 1906.

82,964. His general contention was that the Provincial Education Service had drifted into an unduly subordinate position. According to the present system, the Service consisted of two divisions—the Indian Educational Service and the Provincial Educational Service—and members of both Services were supposed to constitute one Service without any distinction. But there was a differentiation, and his idea was to secure suitable Indians in India to form part of the superior Service. Under the present circumstances, however, and on the present terms, good Indians were not attracted to the Service. He would like to see the Department re-organised on the basis of actual work to be done.

82,965. The witness thought that after the reorganisation and the improvement of the Service, better men would be obtained, and in that case they would be entitled to be called 'Professors.' He knew that in Cambridge the word "Professor" was used differently, but in India he thought all the members of the superior Service, who did the work of Professors, should be called Professors. In some Provinces the designation was used for special officers, and in other Provinces it was applied more or less broadcast. There should be more uniformity of practice in this respect.

82,966. The witness felt the importance of maintaining a European proportion in the Educational Department. It was as important to keep that European proportion in the professorial as in the administrative branch. The proportion should be about one-half, and he would only make it contingent upon there being men available. Steps should be taken to procure men, and opportunities and inducements should be offered to Indians, so that there might be no deficiency of recruits. In the present circumstances men would never be attracted to the Service.

82,967. Any member of the Provincial Service who proved himself an exceptional man should have the right to be promoted to the superior Service, with all the status and pay which that Service involved. The witness would regard that as an exceptional form of recruitment to the superior Service, as distinct from direct recruitment.

82,968. Asked whether it should be left to the Secretary of State to nominate Indians who had a European degree, the witness said his suggestion was that the Universities of England, preferably Oxford and Cambridge, should form a Board, with the Vice-Chancellors at their head, to select a certain number of candidates for the superior Service, and the Secretary of State should select recruits out of those men for the Service. His object in making that proposal was to secure that the Universities, out of regard for their reputations, would take good care to select men who were really fit for the Service. Also, they were in a much better position to know what sort of men were required for the Service than outsiders.

82,969. The witness was not of opinion that the professorial should be separated entirely from the administrative branch. He would have both branches interchangeable, as at present, because in the course of time it might turn out that a man was better fitted for a professorship than headmastership, or *vice versâ*.

82,970. He also made the suggestion that before men selected for professorial work in India came out, they should work during their probationary period under the University Professors, and complete their study in their special branch; and that those who were selected for headmasterships and inspectorships should have time to study the theory and practice of education, so that they might be better fitted to perform their work in India. He was not in favour of separating the Service from the very beginning. He thought on the whole it would be better to leave the matter to the discretion of the authorities.

82,971. He would bring the post of Deputy Inspector, now in the Subordinate Service, up to the Provincial Service.

82,972. The witness suggested that the Director of Public Instruction should be relieved by the appointment of three staff officers, who should deal respectively with the masses, women, and Muhammadans. His idea was that one man without adequate assistance and well-informed assistants could not look after the whole of the education of a Province. As to the question of Muhammadan education, his opinion was that it had not received the amount of attention which it ought to have received by the authorities. The Director of Public Instruction could not be expected to give the subject that special attention which those who were interested in Muhammadan education thought it ought to receive. For instance, taking the United Provinces, Muhammadans composed 14 per cent. of the population. If the history of education in the Province was studied, it would be found that whenever any proposals where made, either by the Educational Commission or by the Supreme Government, and the Local Governments were asked to go into the question of the improvement of Muhammadan education, the Local Governments always said that the condition of Muhammadan education was satisfactory, on the ground that Muhammadans composed only 14 per cent. of the population. If the result of the examinations showed that the percentage of Muhammadan passes came up to 14 per cent. they were satisfied. If, however, there had been any Muhammadan officer to represent to the Director the views of those interested in Muhammadan education, he could have said that the United Provinces was a Province inhabited by a large number of very ancient and old Muhammadan families. In the total population there might be 14 per cent. Muhammadans, but if the population of respectable and ancient Muhammadan families in the United Provinces was taken, it would be found that it came to 40 per cent.

82,973. There was a complaint upon the part of Muhammadans that Muhammadan students were not admitted in sufficient numbers into Government schools, that they did not get a sufficient remission of fees, and that here was not a sufficient number of Muhammadan teachers. Then again, Muhammadan schools needed official help in the form of recognition, and of grants-in-aid. In many ways the question of Muhammadan education ought to receive a great deal of consideration. If there was a Muhammadan Secretary with the Director, it would be his duty to study the question, and lay the facts before the Director. Similarly, with regard to female Muhammadan education, which was an extremely delicate subject, the Director of Public Instruction could not understand that problem in all its details as a Muhammadan could. The witness agreed that nominally all the work he had just been suggesting was work that should be carried out by the existing Inspector, but such an officer could only do it for his own particular area. What he really suggested was an officer with a free run over the whole Province, and with power to report to the Director of Public Instruction. He suggested that such a proposal should be applicable throughout India. Muhammadan education was in an extremely backward state

throughout the country. There was an insufficiency of schools, and those which existed were not getting the necessary care to bring them up to the standard of other communities.

82,974. (*Lord Ronaldshay.*) The witness said he would make it a necessary qualification that no Indian should be appointed to the Superior Service unless he had been educated at one of the English Universities, preferably Oxford or Cambridge.

82,975. With regard to the question whether he thought it desirable that the people of India should be led to suppose that they could train themselves for the superior posts in their own country, and that they must go to Europe to get an adequate University training, the witness said at present such was the case, and would be for some time to come, and he thought it absolutely necessary. He did not include in that category individual cases of officers, who should be promoted direct, without being compelled to go to England.

82,976. With regard to whether Indians who went to Europe at the student age were likely to acquire a good many of the vices of the West, and lose some of their own virtues, the witness said that that depended on the individual. That was a general question, and not an educational one.

82,977. Generally speaking, he did not think an Indian would gain more by being trained in his own country during his student days, and then going to Europe later on for study leave, after serving his Department for a few years. He thought before a man entered the Service he should qualify himself by going to Europe. If there were similar institutions to Oxford and Cambridge in India, of course there would be no need for an Indian to go out of the country, but there were no such institutions. In Aligarh the authorities were trying to establish a University on the model of a European University, and when they had done so, then it would be a question whether it would be necessary for an Indian to go to Europe at all.

82,978. He would be disposed to say that a considerable expenditure on the part of Government with a view to attracting either European or Indian Professors of the highest calibre to India, would be entirely justified in the eyes of the Indian community.

82,979. (*Sir Theodore Morison.*) The reason why Muhammadans generally had not availed themselves of the ordinary facilities which were open to the general public in the Government institutions, was because they thought they had not sufficient representation in the Service.

82,980. He did not think there was any considerable Muhammadan objection at the present day to entering Government schools on the ground of religion.

82,981. The witness said he attached great importance to the residential side of a college. He had suggested that the senior tutor should be given an allowance of Rs. 200 a month, and ordinary tutors Rs. 100 a month, because their work was not very pleasant, and there must be some special inducement for good men to carry it on. Such work ought most certainly to be encouraged in the educational system of the country.

82,982. With regard to his suggestion that there should be a very considerable increase in salaries in Government colleges, the witness said he had not looked to any other interest in the matter except that of education. He did not care whether other interests were affected by his proposal. India ought to get the best education possible. The State-aided colleges would be affected by his proposal, because in a few years Indians of such education would be produced that they would be available for State-aided institutions.

82,983. As to the status of teachers, and the witness's recommendations thereon, if better men for the superior Service, both Europeans and Indians, were obtained, he thought they would look after themselves, and he thought their learning would command the necessary respect. The Subordinate Service certainly needed something done for it. He also said that, if there was someone with the authorities to represent the general feeling of the people with regard to the giving of titles, better results would accrue. The title of Shams-ul-ulama was very often given to those who really never ought to hold it, but who received it because they commanded the favour of some one in authority.

82,984. He did not agree that special efforts on the part of Government had been made to help Muhammadans in different parts of India, and that the results had generally been discouraging. The real effort was made, so far as the Government was concerned, after the Education Commission of 1882. That Commission made recommendations which really went to the root of the matter. The Government of India accepted certain recommendations, which were sent on to the Local Governments, but they were not properly carried out, simply because there was no one to represent the matter in its proper light. For instance, one of the most important recommendations of the Commission, which was accepted by the Government of India, was that in the Annual Educational Report, there should be a special chapter devoted to the question of Muhammadan education, in which should be shown in detail what particular steps had been taken to promote and improve Muhammadan education. If, however, the report of the United Provinces was looked at, it would be found that the subject was generally dealt with in a few lines.

82,985. With regard to the suggestion that in those parts of India where the Muhammadans had relied most on their own exertions the state of Muhammadan education was least unsatisfactory, whilst it was most unsatisfactory where it had received a great measure of assistance from Government, the witness said that depended upon the character of the people, the history, and the position of the particular section of the community in a Province.

82,986. (*Mr. Chaubal.*) When he said Muhammadans were not admitted in sufficient numbers in Government schools, he meant that it was because the school could only accommodate a certain number of people. He could quote no instances of a certain class being admitted to schools in preference to another, but it was said that there was some partiality shown. It was true that pupils obtained admission into the secondary school standards from the lower standards, and there was an examination held from which a certain number were admitted into the higher standards.

82,987. He did not know of any instances of any suggestions made by the present Muhammadan inspectors of divisions, which had not been considered or been treated fairly by the Government.

82,988. With regard to his suggestions that all Indians should go to Europe for training prior to entering the superior service, the witness said that in special cases men might go to England after serving four or five years in the service, instead of going out raw from college.

82,989. He did not approve at all of a separate institution the object of which would be to look after the conduct and behaviour of young Indians in England. He thought they should be kept within the influence of good English society.

82,990. (*Mr. Sly.*) At present in the college part of Aligarh, there was the Principal, who was an Indian, six European professors, and four Indian professors, of whom two had European qualifications. In the school, there was the headmaster, the assistant headmaster, who were Europeans, and about 20 Indian masters. The Principal was paid Rs. 1,000, and the professors were started at Rs. 400 rising to Rs. 750. The Europeans, and Indians with European qualifications, were paid exactly the same rates of salary. Indians who had not European qualifications did not receive the same scale. The Indian assistant professor was started at Rs. 100 rising to Rs. 300.

82,991. (*Mr. Fisher.*) At the Aligarh College a point was made of encouraging students to go to England if they were promising, and of good character. Many had gone from the college to England. The result, on the whole, had been satisfactory. Most of such students, when they returned, did not go into the Educational Service as professors, but entered the Bar.

With regard to his suggested rules for the probation of candidates after selection by the Secretary of State, he did not necessarily mean it to be inferred that he assumed that all candidates would be selected just after they had taken their degree at the University; but when there was an Education Board in the University for the purpose, they should

have a list of available candidates from which the Secretary of State might choose as many as he required, and those who were selected might go through the probationary term.

82,992. The witness said he would propose for his own college that a man, after being selected for the post of professor, should undergo a probationary period of study and research, arranged under the supervision of the University.

82,993. He contemplated the continuance of a reformed Provincial Service. When he used the term "Provincial" he did not necessarily mean to imply that the second grade of the Educational Service was to be exclusively recruited from the Province in question. He only used the word "Provincial" because the service would be confined to that Province, whereas the Imperial Service would be for the whole country.

82,994. (*Mr. Madge.*) Influential representations from Muhammadan institutions would not be as effective as an officer specially attached to the Director of Public Instruction. The former system had been in vogue for at least 40 years, and nothing satisfactory had come from it. It was true that in former years Muhammadans would not attend Government Schools because religion was not a part of the course of instruction, but he did not think that was true in many cases at the present time; the feeling had died out.

82,995. (*Mr. Abdur Rahim.*) It was true that he had special opportunities for studying Muhammadan education. Representations had been made on the subject of having a Muhammadan officer in the office of the Director of Public Instruction. Resolutions had been passed in the all-India Muhammadan Conference on that matter for several years past. He did not complain of unfair treatment on the part of the present officers, but there were questions specially appertaining to Muhammadan education which could be better studied if there was a responsible Muhammadan officer to keep the Director informed on the subject. Representations had undoubtedly been made by Muhammadan educational bodies, but unless there was a thoroughly informed officer in the office of Director, those representations could not be weighed and considered in an efficient manner. He was not aware of any special steps having been taken in Madras specially to encourage Muhammadan education.

82,996. With regard to Muhammadan boys being refused admission in the United Provinces, the number was very large. There were very few Muhammadan schools throughout India, and they were not so good as the Government institutions. He personally did not attach much importance to the remarks in regard to favouritism, but suspicions did exist, and in order to remove them the best plan was to have a Muhammadan in a responsible position, and then Muhammadans would have no reason to complain that their interests were not properly served.

82,997. In order to show the difference which the appointment of a Muhammadan officer made in a district, the witness quoted the following figures for a district, of which the total population was over 800,000, and of which the Muhammadans composed 775,000. These showed the number of students in primary schools and aided maktabs. In 1907–08, when there was a non-Muhammadan District Inspector, the total number of students was 8,902, of whom 5,047 were Muhammadans. In 1908–09 the total number of students had risen to 9,169, and the number of Muhammadans was 5,591. In 1909–10 the total number was 8,826, and the number of Muhammadans was 5,042. In the following three years a Muhammadan Inspector was in charge, with the result that in 1910–11 the total number of students was 9,965, of whom 6,154 were Muhammadans. In 1911–12 the total number was 12,438, of whom 7,835 were Muhammadans, and in 1912–13 the total number was 14,402, of whom 9,836 were Muhammadans.

82,998. It was true that in Eastern Bengal there had been considerable progress made with regard to Muhammadan education. He attributed that to the special attention which had been paid to the subject after the Partition. A special conference had been called, presided over by Mr. Sharp, the Director of Public Instruction, in which all the needs of the question were studied and considered and a great number of scholarships were given. Another reason why more progress had been made in Eastern Bengal was because there was a larger number of Muhammadan Inspectors there than in any other district.

82,999. (*Sir Valentine Chirol.*) The witness said that if in the interests of education it was necessary, in order to avoid any feeling of jealousy, that every section of the community should have a special officer attached to the Director for the purpose of advising him as to that particular community's needs in education, such officers should be appointed. He contended that unless and until special attention was paid in some form or another to the interests of Muhammadan education, the interests of Muhammadanism would not be promoted. A satisfactory scheme would be for an official to be selected by Government to perform the suggested work on the nomination of the Muhammadan community, and for his expenses to be defrayed by them. The officer should then work with the Director of Public Instruction in some way settled by mutual agreement between the representatives of the community and the Government. Such an official should be given the same status, the same powers, and the same position as an official secretary.

83,000. (*Mr. Jennings.*) With regard to the duties of tutors and specialists in Aligarh College, the duty of the tutor was to look after the residential life and discipline of the students. It was a very important duty, and there were a number of tutors in the college. The residential part of the college would not be run by specialists alone; the specialists could only deal with the educational side. College tutors and Inspectors could be made interchangeable in some cases. He thought a tutor, who was a high specialist, would carry much greater weight, and command much greater respect and admiration.

(The witness withdrew.)

Lala Behari Lal Bhatia, M.Sc., Assistant Professor, Government College, Lahore.

Written Statement relating to the Education Department, being the corporate views of the Members of the Provincial Educational Service of the Punjab.*

83,001. *Present position of the Provincial Educational Service.*—This memorandum deals only with questions affecting the status and prospects of the Indian members of the Government College staff, it being understood that the other branches of the superior Educational Service in the Punjab are going to submit separate memoranda on their own behalf. As at present constituted, the teaching staff of the Government College belongs to two distinct cadres, having nothing in common with each other except the work which they are called upon to do. These two Services are styled the Indian Educational Service and the Provincial Educational Service, respectively, the latter being again subdivided into the Lower Provincial Service and the Higher Provincial Service. The salaries of the members of the Lower Provincial Service range from Rs. 200 to Rs. 350 and those of the Higher Provincial Service from Rs. 400 to Rs. 700, promotion from one grade to the next higher grade taking place only when a vacancy is caused by the death or retirement of an incumbent. The total number of appointments is 36. Out of these some are held by Inspectors and Assistant Inspectors of Schools, and some by Professors and Assistant Professors in the Government College. There are a few miscellaneous posts besides.

The distribution of posts among different grades is as follows:—

Rs. 700	...	...	...	...	1
,, 600	...	...	...	...	1
,, 500	...	...	...	...	4
,, 400	...	...	...	...	4
,, 350	...	...	...	...	2
,, 300	...	...	...	...	5
,, 250	...	...	...	...	6
,, 200	...	...	...	...	13

* The Statement was signed by the following:—Messrs. Nur Ilahi, Chetan Anand, Ram Parshad Khosla, Bihari Lal, Mukand Lal, Muhammad Said, Atma Ram, Bishambar Das, Man Mohan, Gulbahar Singh, and Ratan Lal, Assistant Professors, Government College, Lahore.

It will thus be seen that the number of appointments in the higher grades is quite inadequate in proportion to the total number. Moreover out of the three appointments in the higher grades open to the Indian members of the Government College staff, two, *viz.*, Professor of Mathematics and Professor of Botany, are special appointments open to Assistant Professors of those subjects only. The third, *viz.*, second Professor of Chemistry, is held by the present incumbent by virtue of his being the seniormost member of the Indian staff of the College. Thus there is only one post in the higher grades of the Service which is open to the Assistant Professors in the Government College; from this it would be clear that for the bulk of the Assistant Professors there is very little room, if any at all, to be promoted to any of the higher grades. At present out of the 11 Assistant Professors in the Government College, only one is in the Rs. 250 grade, while all the rest are drawing the minimum pay, although some of them have been for more than five years in the College. Starting on quite an inadequate initial salary they find that the maximum to which they can rise is in most cases no more than Rs. 350 per mensem. The hardship becomes greater when some of the Assistant Professors in the grade of Rs. 250 or Rs. 200, after a short stay of twenty-one months in England, are appointed to some of the higher grades by superseding other people with long and meritorious services. For instance an Assistant Professor who was getting Rs. 250 in 1907, before going to England, is now drawing Rs. 650 (which means an increment amounting to Rs. 400 within a short period of four years—1909, the year of his return to 1913), while another who has not been to England, after rising to Rs. 350 grade in 11 years, could not be promoted to the next higher grade for more than 11 years, and is even now, after 26 years' meritorious service in the College, drawing Rs. 600 only. This is not the only case of its kind.

It is certainly reasonable that Europeans of high qualifications appointed in the Educational Service should receive a somewhat higher salary than Indians in the similar grades of service, but English educational qualifications, merely as such, should not entitle Indians to such extraordinary advantages.

83,002. **(I.) Methods of recruitment, (III.) Conditions of service, and (VII.b) The working of the existing division of services into Imperial and Provincial.**—Recruitment to the Indian Educational Service are made in England by the Secretary of State for India, while the appointments in the Provincial Educational Service are filled by the various Local Governments concerned. The Indian Professors of the Government Colleges are placed as a rule in the Provincial Educational Service. This distinction between the position of European and Indian Professors is detrimental to the prestige, position and influence of the latter in a way which is likely to prove injurious to the best interests of Education in India; and their position is rendered almost insupportable by a further distinction in designaton and also by the great disparity in the pay and prospects of the two Services. An Indian Professor, who usually starts in the lowest grade of the Provincial Educational Service on an initial salary of Rs. 200 per mensem, is, in some of the Government Colleges, styled as an Assistant Professor, even though he may be in independent charge of a certain subject or doing lecturing work similar in kind and importance to that entrusted to the other members of the staff who draw much higher salaries and are known by the more dignified title of Professors. This distinction in designation would be a matter of small importance if it did not seriously lower the prestige of Indian teachers in the eyes of their students, and thus impair their usefulness as the natural medium of communication between the Indian students and the European staff. It further prevents the growth of that *esprit de corps* among the members of the teaching staff which is so very necessary in the peculiar social and political conditions of this country.

In view of these facts it is essential that these arbitrary distinctions should be done away with altogether. If it represented any distinction in fact there would be some excuse for it; but as at present it is merely a mark of inferiority, there seems to be absolutely no reason or need for it. All members of the staff should receive equal treatment, and this object can only be attained by placing all the gazetted officers of the Education Department on the same list. This means the practical amalgamation of the two Services, with similarity if not uniformity in the conditions of leave, pay, promotions and pensions. A reasonable proportion of the appointments to this amalgamated Service may, heretofore, be made by the Secretary of State for India, while the rest may be filled by the various Provincial Governments concerned.

83,003. **(IV.) Conditions of salary.**—The proposed amalgamation of the two Services naturally raises the question of salaries. Taking into consideration the fact that the Indian Professors and Assistant Professors are as a rule the pick of the Indian Universities who enter service at an early age and consequently expect very much more extended prospects than are open to them at present, it would be only reasonable to propose that the Indian teachers in Government Colleges should as a rule receive two-thirds of the salaries allowed to European teachers of the same standing, and that they should be allowed the benefit of the time-scale of pay which is enjoyed at present by the members of the Indian Educational Service alone. In a limited service like ours where chances of promotion are few and far between and where it sometimes takes an officer six or seven years or even more to rise to the next higher grade through no fault of his own, the time-scale is an absolute necessity, and the members of the Service will be extremely disappointed if they fail to get it. This seems to be the only way out of the present difficulty.

After the highest grade has been reached there should be some special allowances to be held by the senior Indian members of the Service.

83,004. **(V.) Conditions of leave, and (VI.) Conditions of pension.**—The present regulations are satisfactory except in one particular that the members of the Educational Service are not entitled to Study Leave of the kind which is given to the members of the Indian Medical Service. Members of the Educational Service have often felt the desire to go to the great Universities of the West and undergo a course of advanced study in order to add to their knowledge and experience of educational methods. As such visits are bound to increase the scope of usefulness of the Educational Department and are as a matter of fact undertaken in the interests of the Department, there should be a provision to the effect that in all such cases an allowance equal in amount to one-half of the salary drawn at the time be given to the person going on leave of this kind.

The Indian members of the staff of the Government College, Lahore, have been persistently representing their grievances during the past six or seven years to the Head of the Education Department through the Principal who has always sympathised with them and supported their cause. On the occasion of the visit of Sir Harcourt Butler to the Government College, Lahore, some two years back, Mr. Robson, the then Principal of the College, strongly urged upon him the necessity of improving the pay and prospects of the Provincial Service. The Local Government also supported their cause and the Government of India had drawn a scheme for the sanction of the Secretary of State for India. Matters had so far advanced that the Local Government provided for funds in the budget for the year 1912–13, so that the new scheme might be given an effect to, as soon as the Secretary of State's sanction was obtained.

But about this time the Royal Public Services Commission was appointed, and the Government of India issued a *press communiqué* to the effect that the enforcement of the reorganisation scheme of the Provincial Educational Services in India would be postponed pending the enquiry of the Commission.

It should, therefore, not be deemed unreasonable if it is urged that any new scheme of the reorganisation of the Provincial Educational Service should have a retrospective effect when it comes into force.

LALA BEHARI LAL BHATIA, called and examined.

83,005. (*Chairman.*) The witness said he was an Assistant Professor of Zoology in the Government college at Lahore. He appeared before the Commission to represent the Collegiate Branch of the Provincial Educational Service in the Punjab. He had held his present post for five years, and had been previously for two years a demonstrator. His present salary was Rs. 200. The witness and 10 of his brother officers concurred in the written statement put in, whilst three of his colleagues took a somewhat different view, and desired to be represented by the representative of the inspecting staff.*

83,006. He desired to see the cadres of the administrative and professorial branches kept distinct.

83,007. With regard to the duties of professors and assistant professors, there was a number of assistant professors taking the same classes as the professors. A certain portion of the work was assigned by the professor to the assistant professor. No further directions or instructions were given, and the assistant professor had to lecture according to his own lights. It was not the practice for the professor to interfere in any way with the assistant professor. Ordinarily in every subject there were a professor and an assistant professor, but there was an exception to the rule, where, in addition to a principal professor, there was a second member of the staff called a second professor. Some years ago there were a professor and an assistant professor in English. It was then thought desirable that the teaching of the English language and literature should be performed by an Englishman; and simply because it was an Englishman that was intended to be recruited, who could not be obtained at the same scale of pay as an assistant professor, he was called a second professor of English; but he was as much an assistant professor as any of the Indian assistant professors. That was not the only instance of its kind. There was a second case of an Indian gentleman with long experience, who was the second professor of chemistry. For 22 years he had been assistant professor. For 11 years he was in the junior section, and was promoted to the highest grade of the junior section. But after that for 11 years he could not be promoted to the senior grade, for the simple reason that he was called an assistant professor. Then his grievances were admitted by the Department, and on a vacancy occurring in the professorship of mathematics, it was decided that that should be converted into a sort of general appointment to be held by the senior of the officers from amongst the assistant professors. Therefore, as soon as he was taken into the superior section, he was styled professor. It was not merely a distinction based on qualifications, or on any definite scale of pay, but it varied in all cases.

83,008. According to the witness's judgment, gentlemen who were styled "professors" were doing exactly the same work as the nine officers, who were styled "assistant professors."

83,009. The Provincial Service at present was divided into two sections, the higher and lower. There were 10 officers in the higher, and 26 in the lower. There were three professorial posts in the higher, and 12 in the lower. The basis of distinction between those sections was that of pay only. He was prepared to say that the actual value and status of work of officers in both the Imperial and the Provincial Services was one and the same. If an organisation were introduced which depended on the class of work to be done, he would rank all teaching posts in the college in the higher class, because he thought it was invidious to make any distinctions amongst college lecturers. The object of a distinction being made of a first and second class as suggested by some other witnesses might possibly be that a few of the higher posts were intended to be given to Indians.

83,010. He thought equal opportunities were not afforded to assistant professors of improving the quality of their work, or of distinguishing themselves. What he meant by "equal opportunities" was that even the most junior members of the Indian Educational Service was at once given the M.A. classes to teach. Although there might be an assistant professor of considerable experience and ability, he was not as a rule given the advanced classes to teach, with the result that he was considerably handicapped. At present an assistant professor could not claim as a right, to divide the work equally with a professor.

83,011. There were no assistant professors in the Subordinate Service. There were demonstratorships which carried an extremely low salary, and which were looked upon as a training ground for other posts in the college. The demonstratorship was a definitely inferior post.

83,012. One of the objections of his colleagues was that very few of them could rise beyond Rs. 350. He instanced two cases where an assistant professor had gone to England and been promoted. He did not object to those persons being promoted, but he submitted that if it were a case of general appointments being created, not specifically earmarked for the two branches of knowledge that those two posts represented, the whole junior section would have advanced, but as it was, two of the assistant professors were simply taken out and put into the other section. He claimed that the work of the assistant professors was no less onerous and no less important than the work of the professors, and also that the distinction was local. In other parts of the country, officers corresponding to assistant professors in the Punjab held the title of professor, so that they could claim better treatment before the Commission as regards pay and prospects than his colleagues in the Punjab could.

83,013. With regard to the title of "professor" and its real value, the witness said that he thought all members of the present Indian Educational Service, as well as the Provincial Educational Service, should have the one designation of "lecturer," and that the title of professor should be reserved for men who had distinguished themselves in any branch of knowledge, and who might correspond to a certain degree with professors in England. He suggested that professors should be recruited from amongst Englishmen and Indians who had served a period of apprenticeship of not less than 10 years as lecturers and who had earned special distinction. He would not like to call the professorship a grade of the Service, but suggested that when a lecturer had justified himself so as to be entitled to call himself professor, a professorship should be created for him and not for any particular subject.

83,014. With regard to his suggested scale of pay of two-thirds to officers recruited in India, he did not suggest that on account of the additional expenses which a European incurred by serving in India, but as a temporary makeshift; for if it were admitted, as he contended it should be, that the work of the present members of the Indian Educational Service teaching in the colleges and the members of the Provincial Educational Service, was not different, but the same quality and kind, then there was no justification whatever for giving one class of people lower salaries than the other. He therefore modified the written statement to the extent that the proposal was not made on the grounds of principle, but on grounds of practical politics.

83,015. With regard to the present personnel of the Collegiate Branch of the Service, the witness said the present members of the Provincial Service teaching in the Lahore College were all of them, without exception, either the best men of their year, or the best men in their subject. The college obtained the best available material, but they could obtain even better, if the initial pay were higher and future prospects better, because the best of one year was not necessarily the best of another.

83,016. (*Sir Murray Mammick.*) It was true the witness's grievance was that he considered that in the Lahore College there was a number of men of equal intellectual attainments drawing various rates of pay; and he went on from that to suggest that only those lecturers who were discovered to be possessed of intellectual attainments sufficient for that of a professorship, should be made professors. He

*Please see the supplementary written statement, paragraph 83,030.

did not desire the Government to say that the College should have one botanical professor and one assistant professor, but that all lecturers in the subject working in a College who showed attainments equal to that of a botanical professor, should, after they had distinguished themselves, be made professors of Botany or should have equal opportunities for being made professors.

83,017. (*Sir Valentine Chirol.*) With regard to his statement that professors and assistant professors were doing exactly the same work, the witness explained his meaning to be that during part of the time that assistant professors were engaged in teaching advanced classes, they were doing the same work as professors, but they were not allowed to share advanced teaching work equally with the professor and were thus debarred from doing identical work with the professors.

83,018. (*Mr. Abdur Rahim.*) The discontent with regard to pay was on account of the great disparity between the pay of the members of the Imperial and Provincial Services. He did not suggest that Indian lecturers; he suggested a proportion of two-thirds and agreed that that would make them contented because the great disparity that at present exists would be reduced.

83,019. (*Mr. Madge.*) It was true the witness desired the position in the Service to depend entirely on length of service. In his scheme of a time-scale of pay, he would not ordinarily object to the promotion of a man having special merit, over the heads of others. The point was that gentlemen in the Provincial Service who had been teaching with ability for 20 years were superseded by a young graduate from some British University, who had had absolutely no teaching experience.

83,020. He agreed with the view expressed by other witnesses who, though drawing a broad line of distinction between professors and headmasters, thought there should be interchangeability between inspectors and headmasters, but not between inspectors and professors.

83,021. (*Mr. Macdonald.*) Provided a young officer had considerable attainments, he would have no objection to his being promoted over the head of a man who had been teaching for 20 years, if the latter was not equally efficient; but he did not subscribe to the view that an average graduate of a British University was necessarily superior to the best Indian that an Indian University could produce. He would not object to young graduates coming out and being appointed over the heads of senior men, but he objected to the quality of the young graduate.

83,022. (*Mr. Fisher.*) The witness said he objected to any kind of subordination inside a College, except for administrative purposes. He desired the lecturers to be placed upon equal terms so long as they were doing teaching work of responsibility. He admitted there must be a head of a college who was responsible for the allocation of the work within the college. He suggested that in every subject there should be a number of lecturers, and they should divide the work among themselves as colleagues. That would differ from the present system, because as matters were at present the words "assistant professor" and "professor" conveyed an erroneous impression, and it gave a considerable advantage to the professor as regards pay and prospects.

83,023. (*Mr. Sly.*) His previous evidence to the effect that the two-thirds scale of pay should only be a temporary measure introduced for practical purposes, was only an expression of his own personal opinion, but he was sure some of his colleagues would share it.

83,024. (*Mr. Umar-ud-din.*) The existing graded system was defective from a number of standpoints. There was a serious block in promotions as the number of posts in the lowest grade had gone on increasing. For example, in 1896 there were four posts in the lower grade carrying Rs. 200, and as many as seven posts carrying from Rs. 250 to Rs. 350. At the present day, there were 15 posts at the lower end of the scale carrying Rs. 200, and there were only 13 posts carrying Rs. 250 to Rs. 350. One other point which he desired to bring before the Commission was that so far as the real University side of the professors' duties was concerned, there were assistant professors also who were actually engaged in research work.

(The witness withdrew.)

RAI BAHADUR SUNDAR DAS SURI, M.A., Inspector of Schools, Multan Division.

Written Statement relating to the Education Department.

83,025. **(I.) Methods of recruitment.**—The method of recruitment in the lower ranks of Educational Service has in recent years been much improved, the result of reforms in the organization of training institutions, and of enhancement in the scale of salaries paid to teachers of all grades. The latest measure in this direction is the introduction of progressive salaries, by yearly increments, paid to men in the Subordinate Educational Service. Moreover the appointments have been re-graded with a view to secure flow of promotion.

The scale of salaries allowed in lower grades has a direct bearing on the recruitment of officers for superior appointments, for, as a rule, seniority in service combined with good work is taken into account, as far as Indians are concerned, particularly in making appointments to the different grades of inspecting officers. Except in the Lahore Government College, direct appointments to Provincial Service are not ordinarily made. One result of the system is that, since the start is low, and the rise to the few higher grades takes long years, the best graduates are not attracted to the profession. Another result is that the slow and uncertain promotion has a depressing effect on men engaged in educational work; besides it is open to doubt whether what is gained by long experience is fully utilized when the officer reaches the highest grades in the closing years of his service.

As regards Assistant Professors in the Lahore Government College, though the start is comparatively high, their zeal is damped by the poor prospects of promotion: they cannot as a rule hope to rise to Professorships whatever be their attainments.

Appointments to Indian Educational Service are made by the Secretary of State, and the selection is confined to Europeans. The practical exclusion of Indians of undoubted merit, whether educated in this country or abroad, even if it were justifiable in the past, is clearly indefensible at the present time, when education has advanced in this country, and there is no unwillingness on the part of the educated youths to supplement their training in British and Foreign Universities.

I would submit the following proposals:—

Distinguished graduates of Indian Universities should be appointed direct to higher grades after the necessary training and probation. Appointments to Inspectorships and Professorships should be strictly by selection. As regards the former it is assumed that, as at present, the majority would be Indians. Professors should be first-class men, and the choice should not be limited to any particular community, though Indians should have preference as they are acquainted with the habits and thoughts of the pupils and are in a better position to influence them in the right manner. Since there is only one Arts College in the Province directly maintained by the State, it should be a model institution of its kind. The posts of Assistant Professors should be abolished, but if considerations of economy require their retention, the Assistants should be eligible for Professorships. A number of appointments in higher grades are practically reserved for members of the Indian Educational Service, which are consequently not open to Indians. The nomination to higher posts should be made independently of the race of the candidate—proficiency being the chief test of fitness.

83,026. **(II.) System of training and probation.**—I consider professional training in the Central Training College necessary for all who have to work in

schools or to inspect them. Were the conditions favourable I would lengthen the present B.T. course to at least two years. In the case of those who inspect secondary schools, practical experience in a high school furnishes a valuable equipment which should be demanded as a rule. In consequence of the expansion of education the need for strengthening the superior inspection staff is probably as urgent as that of adding to the district inspection staff. The time has come for specialisation in the inspection of secondary schools, *e.g.*, in Science and Drawing. This would give the much-needed relief to Inspectors whose administrative duties tend to increase and absorb too much of their time.

83,027. **(III.) Conditions of service.**—The present method of recruitment to higher grades by long apprenticeship extending over several years in the case of Inspectors, and the practical exclusion of Assistant Professors from the ranks of Professors, places Indians under serious disabilities, which not only lower them in public estimation, but hamper them in the faithful discharge of the important duties entrusted to them. The stimulus for strenuous work supplied by prospects of certain advancement in official status is weak.

83,028. **(IV.) Conditions of salary, (V.) Conditions of leave, and (VI.) Conditions of pension.**—In all such matters all officers holding similar positions, whether appointed in this country or by the Secretary of State, should be treated alike. I would abolish the division between Provincial and Imperial (or Indian Educational) Service. The salaries should be progressive as in the latter case. The scale, should, however, be much higher than now prescribed for the former, the cost of living has risen considerably in this country as elsewhere, and the attractions to other services and professions are still strong. I would not revive the old rule of two-thirds salary allowed to Indian members of the graded Service. This creates invidious distinction, and is wrong in principle. The great inequality of treatment now accorded to non-Europeans and Europeans in salaries paid to them is evident. The latter get at the start as much if not more than the former after long years. Besides the former's promotion may be completely blocked for years by their seniors.

83,029. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—The complaint is, and I think it is well founded, that non-Europeans have not the same opportunities for work in the higher grades as Europeans.

83,030. *Supplementary Written Statement* relating to the Education Department, being a note on the re-organization of the Educational Service, by Messrs. Ruchi Ram Sahni, Gopal Singh Chowla, and Shiv Ram Kashyap (Professors, Government College, Lahore, and Members of the Provincial Education Service).*

(1) There should be two services for the Educational Department as at present, *viz.*, the Indian Educational Service and the Provincial Educational Service.

(2) The members of the Indian Educational Service should be mainly but not entirely recruited by the Secretary of State for India, those of the Provincial Service should be recruited by the Local Government.

(3) The present members of the Indian Service are putting forward proposals regarding the scale of salaries for that Service. The scale of salaries for the Provincial Service should be as follows:—

Junior Branch	...	Rs. 250—25—600
Senior Branch	...	Rs. 700—40 (50)—1,000

Time Scale should be observed for purposes of promotion in both branches. It will be seen that in the Junior Branch, an officer will rise from Rs. 250 to 600 in twelve years; in the Senior Branch, from Rs. 700 to 1,000 in seven years. The annual increment in the latter branch should be Rs. 40 during the first five years, and Rs. 50 during the next two years.

(4) Promotion from the Junior to the Senior Branch should take place as vacancies occur in the Senior Branch, such promotion depending upon seniority combined with good work, special educational qualifications, original research, or literary work.

(5) Thirty per cent. of the members of the Indian Service should be Indians—(*a*) men appointed by the Secretary of State, (*b*) selected men from the Senior Branch of the Provincial Service.

(6) The number of members of the Senior Branch of the Provincial Service should be fixed at forty per cent. of that of the Indian Educational Service.

(7) In addition to the fixed salary, there should be two special allowances of Rs. 150 and Rs. 200 respectively for the Provincial Service and of Rs. 200 and 300 for the Indian Service. These allowances should be awarded for a period of three to five years on the recommendation of the Principal for the best original research or literary work. The allowances for the Provincial Service should be open to the members of the Junior as well as of the Senior Branch, the object being to encourage and recognise special work of this character.

(8) It is very necessary to prescribe liberal rules about study leave, with a view to encourage study at the great seats of learning in the West and on the distinct understanding that such leave will be spent exclusively in advanced study.

(9) Vacancies in both Services should be advertised, those in the Indian Service being advertised in India as well as in England. One of the two Indian members of the Council of the Secretary of State for India should be a member of the Selection Committee for advising the Secretary of State.

(10) As the members of the Provincial Service, feeling that their promotion from one grade to the next higher one had been blocked for long periods under the present system, have been petitioning for a number of years for the amelioration of their pay and prospects, and, as it is believed that some sort of scheme securing an improvement in the conditions of this service was actually sanctioned by the Secretary of State for India but was deferred in consequence of the appointment of the Royal Commission, it is prayed that the Commission may be pleased to recommend that their proposals should be given effect to retrospectively.

(11) It is most desirable, both on educational and other grounds, to secure the best products of English and Indian Universities for educational work, and this end can be achieved only by materially improving the pay and prospects of the Educational Service. There are good reasons for the belief that at present the best Indian graduates do not consider the prospects of service in the Education Department at all attractive.

(12) The plea for a more liberal policy in the employment of Indians in the higher grades of the Service, specially in the teaching line, is put forward not only because justice will thereby be done to a class of public servants who have, it is submitted, deserved well of Government, but also because the general interests of culture and higher education in the country will thus be materially advanced. Many of the Indian members of the Educational Service would like to devote their time, after they have retired from Government Service, to educational work of a public or philanthropic nature.

Ordinarily, the money that is spent on an Indian Professor must be in the nature of an investment for an enlightened Government like ours to secure the moral and intellectual advancement of the people committed to its charge. And, it is submitted that nowhere can Government find a better and a more profitable investment than in securing the hearty co-operation of the Indian teacher with the European in the premier educational institution in the Province, and in elevating his social status and in increasing his influence and usefulness to his people. He remains in the country even after retirement, and his ripe experience and knowledge of local conditions are at the service of the people for life and not merely for such time as he may be in the service of Government. The educational needs of the country will thus be greatly served in an indirect manner.

* The three gentlemen who signed this Statement were not in agreement with their colleagues in the Collegiate branch, and were therefore represented before the Commission by Rai Bahadur Sundar Das Suri.

RAI BAHADUR SUNDAR DAS SURI called and examined.

83,031. (*Chairman*): The witness said he came before the Commission to represent the members of the Provincial Educational Service of the Punjab in the Inspecting and Headmasters' line. He also represented three of the College Professors who were not in agreement with their colleagues.

83,032. He had held his present post of Inspector of Schools for six years. He was confirmed four years ago. He had had 27 years' service, and before that he had worked in an aided school for four years.

83,033. The written statement represented the views of the whole of the Inspecting Staff in the superior service.

83,034. There were no Headmasters in the Provincial Service. There had been one in the Indian Educational Service, but he had recently been transferred to a Service which was neither Provincial nor Indian. The witness did not know what that Service was. The Headmasters in the Punjab were in the Subordinate Service.

83,035. The witness objected to the present principle of division of the Service into Indian and Provincial. He considered that the Provincial Service had lost prestige by the division. His proposal was that the two divisions should be amalgamated, and that there should be a division into Inspectors and Assistants. His colleagues had not considered where the Headmasters should be put, but his personal opinion was that some of the superior Headmasters might be transferred to the Provincial Service. There was much difference in the work of Headmasters Although they were all at present in the Subordinate Service, they were on different grades of pay. He would recruit Inspectors differently from Assistant Inspectors. He would allow Assistant Inspectors to be promoted to become Inspectors if they were fit. The inspection staff had proposed that two-thirds should be recruited from the Service and one-third directly, but did not think it was necessary that Deputy Inspectors should come into the Provincial Service.

83,036. It was not true to say that in the Punjab the work of the Deputy Inspector was practically the same as that of an Assistant Inspector. A Deputy Inspector had charge of one district, while the Assistant Inspector had charge of three districts, and the nature of the duties was very different. The Deputy Inspector had much more to do with administrative work, while the duties of Assistant Inspector were such that he assisted the Inspector in various ways in his work. The duty of an Assistant Inspector was definitely superior to that of a Deputy Inspector.

83,037. With regard to the increase in the cadre, his personal view was that there should be a larger number of Assistant Inspectorships and some special Inspectorships. There was not much need of an increase in the number of Divisional Inspectors.

83,038. He did not think it was at all necessary in the Punjab for a Muhammadan officer to be appointed to advise the Director of Public Instruction in regard to the educational requirements of the Muhammadan community. The present senior Inspector of the province in the Provincial Service was a Muhammadan. It was true he had jurisdiction only over his own area, but he was always consulted on questions which affected the province. In almost all important questions affecting education, the Director consulted all his Inspectors.

83,039. The witness's colleagues objected to Europeans recruited to the first division of the Service drawing a higher rate of pay than Indians. They saw no reason for such an invidious distinction. The duties and responsibilities were identical. He did not think there was any substance in the argument that an officer coming a great many miles from another country should be paid on a different basis from that of officers of the indigenous community. The pay drawn should depend on the value of the work done in both cases.

83,040. He did not think a high standard of Indians was at present being attracted to the Service, and that, if the scale of salaries was raised, a much better class would enter. At present men were appointed to the lowest grade in the Provincial Service Inspecting line after eighteen years' service.

83,041. There were no special holidays for Inspectors and they had no vacation. They were, however, permitted to go to the hills and take their work there for about 2½ months. He agreed they were better off in that respect than other Services.

83,042. With regard to the proposals of the three Professors whom he represented, their scheme was to retain the two Services and have two divisions in the Provincial Service. They also claimed that Indian members who were appointed to the Indian Service should have the same salaries as those paid to Englishmen, and that there should be access from the Provincial Service to the Indian Service.

83,043. (*Lord Ronaldshay.*) When a man was promoted from the second class to the superior grade, the witness was of opinion that he should be selected by the Government, and not promoted according to seniority; and in the case of those who were not selected for promotion, the witness would provide two special grades of Rs. 700 and Rs. 800 in order to compensate them for not having been selected. He thought the Service as a whole would be content to leave the selection to the Local Government.

83,044. (*Sir Theodore Morison.*) Assistant Inspectors were sometimes recruited from Headmasters. Very few inspectors were recruited directly from headmasters. Deputy Inspectors were mostly promoted to be assistant inspectors. Very few headmasters had been promoted to be assistant inspectors. There were no Headmasters of any high schools who were in the Indian Educational Service.

83,045. (*Mr. Fisher.*) When he said that the suggested rules should apply to Inspectresses, both European and Indian, he meant that rules relating to Assistant Inspectors, and not Divisional Inspectors, should apply to them. There were five Inspectresses at present in the Province, four of whom were Europeans, and one an Indian Christian.

83,046. (*Mr. Macdonald.*) With regard to salary, it was quite true that he desired to be generous to Englishmen who came out to India. He wanted to give them a pay which was substantially higher than that which they obtained in England. But he desired that Indians should get the same pay. So it would be true to say that the generosity he wanted to show to Englishmen he also claimed for distinguished Indians and after several years' service. He was not aware that the English Inspector of secondary and elementary schools was a superior man to the Indian Inspector, and that the former only started on £195 rising to £520, the written statement suggested a scale for the latter of £280 rising to £640. He did not know that the Divisional Inspector, who in the case of India the witness suggested should receive from £560 to £1,600, only received in England £400 rising to £850. But the witness contended that in England there was a much greater number of Inspectors for a small area, whereas in India there were very few Inspectors for the whole of a province. He asked Mr. Macdonald to consider the large expenditure on inspection work in England, compared with the very small fraction spent on inspection work for so large an area in India. The scale of pay in one branch could not be reduced without at the same time affecting other Services.

83,047. (*Mr. Madge.*) The witness said he did not think that a British element was altogether unnecessary in the Educational Department, and no part of his argument for better pay in India than that given in England was based on the fact that Indians could supply all the needs of the Educational Department.

83,048. (*Mr. Crosse.*) It was not true to say that the district Inspectors were recruited from identically the same class as the Assistant Inspectors. They were not men of the same qualifications. It was only after a number of years' experience that a man was appointed Assistant Inspector. A man might be a failure as a district Inspector. He agreed that in one case the district Inspector would have charge of a district of perhaps 300 schools, some of them secondary schools. He did not consider that the work of a district Inspector was more important than that of an Assistant Inspector.

(The witness withdrew.)

J. C. GODLEY, ESQ., Director of Public Instruction, Punjab.

Written Statement relating to the Educational Service in the Punjab.*

83,049. **(I.) Methods of recruitment, and (II.) Systems of training and probation.**—Officers of the Indian Educational Service are ordinarily recruited in England by the Secretary of State. They do not necessarily receive special training, but may be allowed to spend part of their furlough on special duty in order to study European methods of education. Officers are usually appointed to the Indian Educational Service on two years' probation. Confirmation in the service depends on their work being satisfactory and on their passing an examination in the vernacular.

83,050. **(III.) Conditions of salary.**—*Pay and allowances.*—In 1890 the service was known as the graded service, and had a graded scale of pay, *viz.*:—

	Rs.
Class I	1,250—50—1,500
Class II	1,000—50—1,250
Class III	750—50—1,000
Class IV	500—50— 750

There were also special posts for which recruitment was made in England, but which were not ranked in the graded service. These posts were—

	Rs.
1 Principal, Mayo School of Art, Lahore	800
1 Professor of Science, Government College, Lahore	500
1 Principal, Central Training College, Lahore	400—500
1 Vice-Principal, Mayo School of Art, Lahore	400—500

The rates of pay and allowances in force in 1900 were the same as at present.

The ordinary pay of an officer of the Indian Educational Service is Rs. 500, rising by annual increments of Rs. 50 to Rs. 1,000 in 10 years. Allowances of Rs. 100 per mensem are given to officers who have completed 15 years in the service without attaining a salary of more than Rs. 1,000. There are also two allowances: one of Rs. 200—10—250 and another of Rs. 250—50—500 which are held by senior officers.

The present rates of pay and allowances are not considered generally satisfactory, and the Government of India have under consideration the question of a general improvement of the pay and prospects of Indian Educational Service officers.

Cadre.—The present cadre of the Indian Educational Service in the Punjab (excluding the post of Director of Public Instruction) consists of 14 posts on Rs. 500—50—1,000, and one post (Master in charge, Sanáwar Training Class) on Rs. 500—50—750.

The following special appointments are not included in the Indian Educational Service:—

	Rs.
Headmaster, Central Model School, Lahore	500—40—700
Instructor of Drawing and Manual Training, Central Training College, Lahore	500—50—650

No provision is made in the cadre for leave and training, but the question of adding a leave reserve is under the consideration of the Government of India.

No post outside the regular cadre is held by an officer of the Indian Educational Service, but the post of Principal, Government College, Lahore, is being temporarily held by an Indian Medical Service officer.

The present strength of the cadre is not sufficient to meet the increasing requirements of this province, and application has been made for four additional appointments.

THE PROVINCIAL EDUCATIONAL SERVICE.

83,051. **(I.) Methods of recruitment, and (II.) Systems of training and probation.**—Officers of the Provincial Educational Service are recruited in India either by direct appointment or by promotion from the Subordinate Educational Service. In the case of direct appointments the probationary period varies from three to six months.

83,052. **(III.) Conditions of salary.**—*Pay and allowances.*—The rates of pay and allowances in force in 1890, when the service was known as the gazetted Subordinate Service, were Rs. 350, 300, 250, 225 and 200. Officers of the Provincial Service when acting in the graded service received two-thirds of the pay given to Europeans appointed in England.

The service in 1900 was divided into two sections carrying the following rates of pay:—Upper Section, Rs. 700, 600, 500 and 400; and Lower Section, Rs. 350, 300, 250, 200 and 150. An allowance of Rs. 100 was given to an officer appointed to officiate in the Indian Educational Service, subject to the proviso that the salary of the incumbent did not exceed the pay of the officer for whom he acted.

At present the rates of pay and allowances for the two sections of the Provincial Educational Service are—Upper Section, Rs. 700, 600, 500—40—700, 500 and 400; and Lower Section, Rs. 350, 300, 250 and 200.

When an officer of the Provincial Educational Service officiates in the Indian Educational Service, he is granted an allowance of Rs. 100. An allowance of Rs. 50 is given to an officer in the lower section after 15 years' service in that section.

The rates at present in force are not considered satisfactory, and proposals for general improvement have been submitted to Government.

Cadre.—The present cadre of the Provincial Educational Service consists of—

Upper Section.	Lower Section.
1 post on Rs. 700	2 posts on Rs. 350
1 ,, ,, ,, 600	5 ,, ,, ,, 300
1 ,, ,, ,, 500—40—700	6 ,, ,, ,, 250
*3 posts ,, ,, 500	13 ,, ,, ,, 200
4 ,, ,, ,, 400	

There is no provision in the cadre for leave and training, as suitable incumbents are easily obtained for any temporary vacancies that may occur. No appointment outside the authorised cadre is held by an officer of this service temporarily or otherwise.

The present strength of the cadre is below the requirements, *e.g.*, it includes no Headmasterships.

THE SUBORDINATE EDUCATIONAL SERVICE.

83,053. **(I.) Method of recruitment, and (II.) Systems of training and probation.**—Recruitment for the Subordinate Educational Service is made locally. Officers appointed to the service are expected to undergo training if not already trained at the time of entering Government service, and several are sent annually to the Central Training College as Government stipendiaries. Appointments to this service are usually on six months' probation. The rules as to recruitment, training and probation at present in force are considered to be satisfactory.

83,054. **(III.) Conditions of salary.**—*Pay and allowances.*—The rates of pay in force in 1890, when the service was known as the non-gazetted Subordinate Service, were—

Class I, Rs. 160, 140, 120 and 100;
Class II, Rs. 90, 80, 70 and 60;
Class III, Rs. 55, 50 and 45;
Class IV, Rs. 40, 35 and 30;
Class V, Rs. 25, 20 and 15;
Class VI, Rs. 20, 18, 16 and 14.

In 1900 the rates were—

Class I, Rs. 100, 140, 120 and 100;
Class II, Rs. 90, 80, 70 and 60;
Class III, Rs. 55, 50 and 45;
Class IV, Rs. 40, 35 and 30;
Class V, Rs. 25, 20, 15 and 10;
Class VI, Rs. 20, 18, 16 and 14.

From 1886 to 1905 the staffs of the District High Schco's were under the control of local bodies. In

* Forwarded under cover of Letter No. 918 S, dated 9th October, 1913, referred to in Appendix IV.

* One post, that of Professor of Mathematics, Government College, Lahore, is temporary.

1905 they were provincialised and amalgamated with the non-gazetted Subordinate Service. The rates of pay and allowances introduced from 1st January 1913, and now obtaining, are—

	Rs.
Class I	400, 350, 300 and 250;
Class II	150—10—200;
Class III	100—8—140;
Class IV	75—3—90;
Class V	55—3—70;
Class VI	35—3—50;
Class VII	20—2—30.

No allowances are granted to members of the Subordinate Educational Service except under the provisions of the Civil Service Regulations.

The rates at present in force are still insufficient in some cases to attract a good class of candidates.

Cadre.—The present cadre consists of—

		Rs.
Class I	2 appointments on	400
	2 ,, ,,	850
	2 ,, ,,	300
	5 ,, ,,	250
		Rs.
Class II ...	35 appointments on	150—10—200
Class III ...	54 ,, ,,	100—8—140
Class IV ...	104 ,, ,,	75—3—90
Class V ...	141 ,, ,,	55—3—70
Class VI ...	248 ,, ,,	35—3—50
Class VII ...	281 ,, ,,	20—2—30

No leave reserve is considered necessary for the service.

A few appointments outside the cadre are held by members of the Subordinate Educational Service.

The strength of the cadre is adapted, as occasion arises, to the needs of the province.

Mr. J. C. Godley called and examined.

83,055. (*Chairman.*) The witness said he had held his present position for six years. He had not always been a member of the Educational Service. He came out to Cooch Behar nearly 26 years ago, and since then he had been employed in various capacities.

83,056. The Indian Education Service and the Provincial Educational Service in his province were virtually divided into two distinct branches, interchange between which was a rare occurrence. On the whole, the witness thought the idea of interchange between the two branches was bad, but there might be rare instances in which it would be advisable. He had never known of such a transfer in his time.

83,057. On the professorial side there were a Principal, 12 Professors and 10 assistant Professors. Five of the Professors and 10 of the assistant Professors belonged to the Provincial Educational Service and seven to the Indian Educational Service.

83,058. With regard to the grievance made that the Principal was a member of the Indian Medical Service, that gentleman had not been practising as a doctor before he became Principal; he was employed in the College as Professor of Biology. He was the senior professor. So that really there was no reasonable ground for dissatisfaction on that point.

83,059. With regard to the extent to which the five Professors who were members of the Provincial Educational Service were doing the same type of work as the seven Professors in the Indian Educational Service, the witness said he was afraid he could not speak as to the exact assignment of work, because that lay with the Principal; but so far as he knew they ranked on the same level as Professors, and did the same type of work.

83,060. An assistant Professor in the Provincial Educational Service undertook work of a less advanced kind. Occasionally he might be assigned higher work, but that would depend upon circumstances. He thought the term "Professor" was very misleading in many cases. For instance, if a man was recruited for the Indian Educational Service, the authorities were obliged to call him Professor. If they wanted a man to take elementary English in the College, they were obliged to recruit him as Professor of English, whereas he was really doing the work of an assistant Professor. He thought the present mode of recruitment answered all purposes so far as the assistant Professor was concerned. A Professor would sometimes be recruited in England and sometimes be appointed in India. He would occasionally promote an assistant Professor to the post of Professor if the former were strongly recommended by those who knew him.

83,061. With regard to the Subordinate Service, there were no officers in that Service who were doing the same work as officers in the Provincial Service. There was a clear distinction. Headmasters and district or Deputy Inspectors were all in the Subordinate Service, and the Collegiate Branch, Inspectors and assistant Inspectors were in the Provincial Service. Some of the Headmasters who were in the Subordinate Service were doing the same work as officers in other provinces who were in the Provincial Service, or who were in the Indian Educational Service. In any scheme of reorganisation he would bring all the Headmasters of Government high schools and the posts in the Training College into the Provincial Service, and also the district Inspectors. If district Inspectors were brought up, the number of assistant inspectorships could be diminished. He had always wished to see the district Inspectors given very much higher status and pay. If possible, a district Inspector should be given the title of district Superintendent. The assistant Inspectors, the witness thought, ought to be persons altogether of minor importance as compared with the district Superintendent or Inspector of Schools. The district Inspector promoted to the Provincial Service would come in under the same qualifications as the Assistant Inspector. The men who were now coming into the district Inspector class began as assistant district Inspectors of Schools, and were expected to have a degree and also some training.

83,062. Indians recruited in India should be selected by the local Government, and those recruited in England by the Secretary of State on the recommendation of the local Government. The local Government would have sufficient knowledge of an Indian who had been educated in England to enable them to recommend him, if he were a local man. He thought the recommendation should come from a local Government; otherwise there might be unsuitable selections. He did not consider the present system of selection of Europeans in England was altogether satisfactory. For one thing, the local authorities in India had practically no say in the matter. They simply asked for a man. They did not know when he was coming, or what sort of a man he would be. He thought before a man was appointed, his name and qualifications might be communicated, and if possible there should be some kind of local board in the capital of the Province to concern itself with appointments to the Government College. Such a committee might send a joint opinion as to the kind of man required, and also suggest any names which they might happen to have. At present their opinion was not asked, nor apparently wanted.

83,063. He would strongly advocate the engagement for an important Chair of a distinguished Professor for a short period. There would not be any difficulty, in certain branches of knowledge, in getting suitable men out for a short period, but in others there might.

83,064. With regard to the sufficiency of the personnel of his Department, the witness thought there was room for expansion on both sides.

83,065. He thought the cause of the depletion of the personnel of the Service in the Punjab was on account of the inferiority of the terms offered. The chief objection was that the scale stopped after 10 years, and that during the last 15 or more years of his service a man had no certainty of any further promotion. The scale recommended by the local Government was by regular increments up to Rs. 1,250 a month, and also an allowance on a liberal scale for either seniority, or the holding of special posts.

83,066. With regard to leave, members of the professorial side in a Government College obtained

12 weeks vacation in addition to occasional holidays. The administrative side were under the usual leave rules

83,067. He thought there was something in the claim which had been made by officers in the Service that the period before furlough could be taken should be reduced to five years. He thought that would make the Service popular, but it would involve a general alteration of the leave rules for all Services. He thought it was absolutely essential in the case of ladies recruited for the post of Inspectress, and for College posts.

83,068. With regard to pension, cases did occasionally occur of officers who were unable to qualify for full pensions under the existing rules by the time they reached 55, on account of joining late.

83,069. (*Sir Murray Hammick.*) The witness said he had been Professor of Hlstory in the Government College for nearly three years, and had also worked in other colleges.

83,070. He did not think there was anything in the suggestion that the fact that the staff in a Government College or school had different rates of pay, according to whether they were Europeans or Indians, affected the discipline of the boys from the top to the bottom.

83,071. He disliked the system of separate Services altogether, and he thought it would be possible to run Government Colleges without such a system. He did not see the virtue of an Indian Educational Service. There ought to be one department liberally paid, with more or less equal advantages in every way, similar to those of the Indian Civil Service, for instance. He would have the different branches recruited and paid in different ways. He was only objecting to the name. He did not think the Indian Educational Service was more than a name at the present moment. He had not worked out the details of any scheme, but he disliked the principle of uniformity in the very various educational appointments which now existed. The alternative lay between having rigid terms, as at present, and having more elasticity and variety.

83,072. (*Sir Valentine Chirol.*) The witness undertook to put in a statement showing the size of the classes taught by each member of the staff in the principal colleges of the Punjab.*

83,073. (*Mr. Abdur Rahim.*) The witness's reason for saying that Indians who had received their education in England, and who sought appointments in a superior branch of the Service, should be recommended by the local Government, was that as much information as possible should be obtained about the candidate. He had no idea whatever of preventing competition between Indians educated in England and Englishmen. He was not in favour of any colour line at all; he simply desired to obtain all the information possible about a man.

83,074. (*Mr. Madge.*) The witness had never heard it suggested by any of the officers in the Department that the educational administration of the country ranked in importance above civil work. He thought that the dissatisfaction in the Educational Service arose chiefly in connection with the cessation of promotion. He did not think his proposal that a specialist should be imported for a short term would interfere with future recruitment by reducing the prospects of the Service; he thought it would raise the standard of the Service.

83,075. Under his recommendation, he would recruit the district Superintendent from the assistant District Inspectors.

83,076. (*Mr. Macdonald.*) The witness said he would be very strongly in favour of a Provident Fund for Inspectresses in view of the specially precarious nature of women's tenure of office. He favoured the idea of both a Provident Fund and a pension, so that an Inspectress who served her full period should have her pension, and the Inspectress who served only four or five years and got married might also be able to draw something.

83,077. (*Mr. Fisher.*) The bi-cameral system was not in vogue in the Punjab. The Director was also an Under Secretary to Government, and there was no trouble of any kind. That system had been in force for 39 years. What happened when the Director made a recommendation which involved either some large question of educational policy or some large question not strictly educational was that, if thought necessary, the opinion of the Chief Secretary was taken unofficially, and then the orders of the Lieutenant-Governor were obtained. The witness regarded that system as absolutely satisfactory.

83,078. He would not be in favour of including the Inspectorate in the Indian Civil Service. He did not think, on the whole, such a scheme would be workable. To begin with, recruitment would have to be different, and there would be a risk of men wanting to go into the general line. He thought it important for an Inspector to hold his office for a considerable period of time. At the same time he should very much like to see the members of the Civil Service take a turn of duty as Inspectors of schools in order to increase their knowledge of educational matters.

83,079. With regard to ladies performing College work in the Punjab, a new College had lately been inaugurated, called the Queen Mary College, the posts of which were under Government. The Principal received a little less than the salary of an Inspectress, and the other ladies about the same as the new Inspectresses who were being appointed. The present salary was not adequate. The whole thing was in a very experimental stage. A great deal of work had been done gratuitously.

83,080. (*Mr. Sly.*) The files which the witness dealt with went direct to the Lieutenant-Governor. Sometimes, if it were a matter of general administration, they would go through the Chief Secretary, but not necessarily so. The option laid with the witness as to whether he sent the file to the Lieutenant-Governor or to the Secretary. His position was that if there was any possible doubt he sent it through the Civil Secretariat to be quite certain that he had obtained other opinions on the case. He did not find that system cramped or hampered him in the least.

83,081. With regard to the Provincial Educational Service, recruits were appointed direct to the professorial side. The field for recruitment was quite good. The initial pay seemed high enough to attract good recruits. The only objection was that the lowest grade was blocked; men could not get more than their initial pay for many years. If there were regular increments there would be no ground for complaint.

83,082. On the administrative side, and on the non-collegiate side, it was found that the right class of man was not obtained, because the rates of pay in the Subordinate Service were at present too low.

83,083. The witness recommended a system of study leave to Europe for the Provincial Educational Service in special cases, but he thought great care should be taken that such study leave was not utilized for other purposes, and that the right man was chosen. He had known cases of men who had employed their time in England for purposes not quite the same as those for which they were sent.

83,084. (*Lord Ronaldshay.*) The Principal of the College was still a member of the Indian Medical Service, and he drew Indian Medical Service pay with a small allowance. That was rather an illustration of what the witness would like to see done, namely, getting rid of the Educational Service and taking a professor, not necessarily an Indian Medical Service man, from anywhere else. He desired to see such posts open to the best men.

(The witness withdrew.)

* *Vide* Appendix III.

At Delhi, Saturday, 29th November, 1913.

PRESENT,

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
GOPAL KRISHNA GOKHALE, ESQ., C.I.E.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
JAMES RAMSAY MACDONALD, ESQ., M.P.

And the following Assistant Commissioner:—

KHAN BAHADUR MAULVI UMAR-UD-DIN, Inspector of Schools, Rawalpindi.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

MR. JUSTICE SHAH DIN, Judge of the Chief Court of the Punjab, Lahore.

Written Statement relating to the Education Department.

83,085. **(I.) Methods of recruitment.**—The present system of recruitment based on the principle of selection has, on the whole, worked satisfactorily and should be continued. The Superior Educational Service is divided into two branches: The Indian Educational Service and the Provincial Educational Service, of which the former is recruited in England by the Secretary of State for India and the latter is recruited in this country by Local Administrations. In my opinion the time has come for abolishing the distinction between the two branches of the Superior Service, but the existing practice of recruiting it both in England and in India should be maintained. There should be no racial distinction in the matter of recruitment in either country, both Europeans and Indians both equally eligible for selection, whether the nominations are made by the Secretary of State in England or by Local Governments in India. As a rule, nominations by the Secretary of State should be made from among the distinguished graduates of British Universities; while Local Governments in India should select such men as have gained high academic distinctions in this country. In both methods of recruitment distinctions of race should be avoided, for in the practical working of this system the need for drawing any such distinctions will hardly ever arise. The great majority of the officers recruited in England will for a long time to come necessarily be Europeans, and similarly among those nominated in India the proportion of Indians is bound to be very large. Such of the Indians as go to England to be educated and trained in the Universities there and succeed in obtaining high academic distinctions should be placed on the same footing with European graduates of the same qualifications as regards their eligibility for selection by the Secretary of State for India; and for the same reasons Local Governments in India should be free to nominate such of the domiciled Europeans here as are proved to be fully qualified for employment in the Superior Educational Service.

The two branches of the Superior Service being amalgamated into one, all educational officers whether recruited in England or in India should be placed on one list. There should, however, be this distinction between the two classes of officers that those recruited in this country should receive two-thirds of the scale of pay fixed for those recruited in England; but being members of the same service they must, in all other respects, be placed on the same footing with the latter.

Recruitment both in England and in India should take place as is the case at present by selection and the vacancies must be very widely advertised. I am not aware of the exact composition of the Board of Selection in England, but I should regard the inclusion in it of at least one officer with wide personal experience of educational conditions in this country as essential. For the selection of candidates in India there should be a Board of Selection under each Local Government and nominations should, as a rule, be made in accordance with its recommendations. In making selections regard should be had not merely to academic distinctions but also to character, physical fitness and social position. The educational problem in India is becoming more and more complex, and as it lies at the root of most other Indian problems, it is a matter of the greatest importance to nominate to the Educational Service men of high character and administrative capacity as well as intellectual attainments.

83,086. **(II.) System of training and probation.**—One year would seem to be a suitable probationary period for all educational officers. Those recruited in England should be given special facilities for learning the language and studying the social habits of the people of the province to which they may be posted. This is most essential in the case of officers who are intended for the inspecting line; and as regards them it would be always preferable to appoint them as Inspectors after they have gained sufficient experience of local conditions by teaching in High Schools or in Training Colleges.

83,087. **(III.) Conditions of service, and (IV.) Conditions of salary.**—There is a great deal of truth in the complaint very generally made by educational officers, both European and Indian, that as regards pay, prospects and prestige their service compares unfavourably with the more important of the other services in India. The responsibilities of this service are now admittedly very heavy, and with the great developments that are rapidly taking place in the intellectual and political life of the people its burdens will increase almost year by year. It is therefore in the highest degree desirable to improve the pay and prospects of the Educational Service so as to attract to it men of higher calibre, of wider outlook, and of a deeper appreciation of the principal factors contributing to the moral and social progress of the people of this country. There is a wide spread impression among the more thoughtful Indians that the average Educational Officer, more specially the average graduate of a western university recruited in England, is not equal to the peculiarly difficult task he is called upon to perform in the India of to-day.

This impression is not wholly unfounded, and its prevalence is a strong argument for making it worth the while of really clever men to offer themselves for service in the Educational Department. To achieve this end, the maximum pay of officers recruited in England must be raised, for the present, to Rs. 1,500, and that of officers recruited in this country to Rs. 1,000. The starting pay for the two classes of officers should, I think, be Rs. 500 and Rs. 250, respectively. Among officers recruited in India there is a very general complaint of a serious block in promotion, which deters brilliant men from joining the educational service; and I would therefore suggest that the present system of graded salaries be replaced by the time scale of pay which applies at present to the

Indian Educational Service men only. In order however to prevent the automatic promotion of comparatively inefficient members of the service, both Europeans and Indians, it would be desirable to lay down a certain limit, say Rs. 1,200 in the case of officers recruited in England and Rs. 700 in the case of those recruited in India, beyond which promotion should be regulated by selection.

After the maximum limit of pay has been reached by both classes of officers special allowances might be given to such of them as have done some special kind of research work or otherwise distinguished themselves as men of exceptional ability in the Department.

If for any reasons it is thought either undesirable or impracticable to amalgamate the two branches of the Superior Educational Service into one service, that decision should in no way militate against the adoption of the suggestion made above as to improving the pay and prospects of the officers belonging to those branches. Further, if the time scale of pay be not substituted for the existing system of graded salaries that obtains in the Provincial Educational Service, I would suggest that it be divided into two grades:—(1) the lower grade with pay ranging from Rs. 250 to Rs. 500, and (2) the higher grade with the initial pay of Rs. 600 rising to Rs. 1,000.

The above proposals apply to members of the inspecting staff as well as to officers who belong to the collegiate branch of the Educational Service. There should be no difference between the two classes of officers as regards their pay and prospects, as the work done by both is equally important, and any difference in salaries or in status would be calculated to cause heartburning and dissatisfaction. I would, however, keep the two lines perfectly distinct from each other, and would not allow interchanges between inspecting and teaching officers save under very exceptional circumstances. There is, in my opinion, great need for the exercise of wise discrimination in appointing a European Inspector of Schools, as a good knowledge of the language and of the habits and customs of the urban and rural population is essential to a proper performance of his duties. A slight mistake in selection may sometimes do much harm to the cause of secondary education.

In recognition of the importance of the Educational Service and in order to ensure its independence and enhance its prestige, it appears to me to be necessary to improve the position of the Director of Public Instruction. He should, I think, be a Secretary to the Local Government in each Province with a salary of at least Rs. 2500, as his present position as an Under Secretary with a comparatively low pay only serves to strengthen the impression that the Educational Service is treated as subordinate to the Civil Service, an impression which, in my opinion, should be removed.

83,088. **(V.) Conditions of leave, and (VI.) Conditions of pension.**—The existing rules appear to me, on the whole, to be satisfactory; but I would suggest that provision be made for the grant of study leave to officers of the Educational Service much in the same way as it is given to members of the Indian Medical Service. To enable men engaged in the work of education in India to keep in vital touch with the improved methods of the west, it is essential that they should have reasonable opportunities of visiting the great Universities of Europe and America with a view to undergoing an advanced course of study or undertaking research work of a kind likely to bear practical fruit in this country. Half pay might be allowed to the officer availing himself of such leave, he being required to submit a periodical report of his work so as to show that he is making satisfactory progress.

83,089. **(VII.b) The working of the existing system of division of services into Imperial and Provincial.**—The existing system of division of the educational services into Indian and Provincial has created much discontent among the Provincial Service men, who say that this division, though originally intended only to indicate a nominal distinction with reference to the place of recruitment, has come to be regarded in practice as marking the relative inferiority of the Provincial Service to the Indian Service both in the teaching and in the inspecting lines. This feeling is a source of much irritation and resentment, and prevents the growth of that spirit of camaraderie which, in the best interests of education, should prevail in this country between the European and the Indian members of the Superior Educational Service. As I have said above, the two services should be amalgamated into one, all officers belonging to the superior service being placed on one list.

In my opinion, it is also desirable that the distinction of nomenclature which at present obtains in the collegiate branch of the Educational Service between men recruited in England and those recruited in India be abolished. In the Punjab the former class of officers are called "Professors" and the latter class, generally speaking, "Assistant Professors;" while on the Bombay side they are, I am told, known as Professors and Lecturers, respectively. In Bengal and in the United Provinces of Agra and Oudh no such distinction is observed; and all over the country there is a strong feeling that this distinction is invidious and anomalous and should be done away with.

83,090. **(IX.) Other points not covered by the preceding heads.**—The backwardness of the Muhammadan community in education operates as a serious hindrance to the general progress of the country. In order to encourage the spread of education in this community, it seems desirable that, as far as possible, special facilities be given for the employment of Muhammadan teachers in schools under Government management and of Muhammadan officers in the inspecting line.

Mr. Shah Din called and examined.

83,091. (*Chairman.*) The witness said he was a judge of the Chief Court in the Punjab and had been connected with the Punjab University as Fellow for the last twenty years. He had been on the Syndicate of the University for about ten years and examined in Law. For about twenty years he was connected with the Aligarh College as a trustee. As far back as 1894 he presided at the Ninth Session of the All-India Muhammadan Educational Conference.

83,092. With regard to recruitment, the witness said the collegiate and inspecting staff should be kept quite distinct and given equal prospects. Under very exceptional circumstances exchanges might be allowed. The time had not come for abolishing the distinction between the Imperial and Provincial Branches of the Service as regards the method of recruitment, but he would abolish racial distinction and organise the Service on the basis of work to be done. He had no objection to Indians recruited in India drawing two-thirds of the pay of Europeans for the present. So far as he could ascertain the views of members of the Provincial Educational Service in the Punjab, they did not seem to be anxious to be placed on exactly the same footing as Europeans with regard to pay, and would be quite satisfied with two-thirds. As the parties concerned were of that opinion probably that would be the right solution of the question. Under existing circumstances his own view was that Europeans recruited in England should as a rule receive a higher salary than Indians recruited in India. Even with that distinction in pay very good Indians would be obtained. The opinion was general in the Punjab that difference in pay would not discourage good men from joining the Service. His own knowledge of Indians in the Punjab showed him that provided the pay was adequate for the work no exception would be taken for some time to a difference of pay.

83,093. The superior Service would be divided into two classes. In the collegiate branch he would have a few professors who were men of exceptional ability and the rest he would class as lecturers. Special terms should be offered to the Professors, who would come generally from Europe. The lecturers, both

Europeans and Indians, should be recruited either in England or in India, and as far as possible upon a uniform rate of salary. Any distinction made on account of the higher expenses of Europeans should be arranged by means of something like a foreign allowance.

83,094. The witness then dealt with the relative value of the work of the Professors and Assistant Professors. Sometimes European Professors who came out from England did exactly the same type of work as Assistant Professors. For instance, in the Lahore Government College, sometimes men, who came out as members of the Indian Educational Service, began by teaching the first and second year classes, and gradually went on to teach the higher classes; so that at that stage there was very little distinction between the two classes of lecturers. As they rose higher the distinction became more pronounced. Generally speaking there would of course be a distinction between the work done by the two classes of officers. He would like, however, the distinction between the work done by the two classes of officers. He would like, however, the distinction between Assistant Professors and Professors abolished, the name of Professor being reserved only for men of very exceptional ability. The men who for the first two or three years were doing lower class work and were then moved to higher work should be called lecturers. It was difficult to lay down any hard and fast rule with regard to the promotion of man from the second to the first class as distinguished from recruiting direct to the first class, but where a man had proved by his work his fitness for promotion he should be promoted. Such promotion would not be very frequent.

83,095. With reference to the form of recruitment for lecturers and professors, the witness said the professor would be recruited on special terms for special work to be done in the college, whereas the lecturers would be recruited on the same principle as the Indian Educational Service officer was now recruited. For a particular chair he would recruit a man from England if an officer of high order was wanted the Secretary of State taking the necessary steps to find the best man. At the present moment in the Punjab there were two University lecturers, who had come out from England on special terms, and men of that intellectual standing might be called Professors, and have special terms offered to them. Those who entered the Service with the intention of remaining in the country upon ordinary service conditions should be termed lecturers. The Indian professor should be recruited, as a rule ,direct from India. Although there should be no obligation upon him to go to England, it would be very desirable that he should be given facilities for perfecting his education and his experience in England. If the discretion were left to the Secretary of State, he would see with the advice of the board of selection in England that proper men were selected.

83,096. As to the method by which the Secretary of State would select, the witness said if he were to select from various Provinces in India probably the advice of local officers would be necessary, but he was thinking more of cases in which he might have to select men who had been trained in English Universities. Sometimes there might be Indians who had a European reputation and about whom the board of selection in England would have the necessary information, men who were exceptionally distinguished, like Dr. Bose and Dr. Roy. For men of a lower level probably the advice of local Governments and of the Government of India would be of advantage.

83,097. As to salary, the witness suggested a considerable rise, because it seemed to him that the educational problem was a most difficult one, and was becoming more and more complex every day, and a very good type of man was required. It was difficult to attract such men unless high salaries were offered. He not only desired to attract the best type of man, but he wished to reorganise the Educational Department on an altogether higher basis among the Public Services of the country.

83,098. The witness said study leave ought to be granted in order to enable members of the Service to fit themselves, by experience of research work conducted in Europe or America, for higher duties. Those facilities for study leave should be given only after an officer had some experience of the Service.

83,099. With regard to the needs of the Muhammadan community, the witness considered that was a deficiency of Muhammadan officers at present. In different Provinces recruitment took place without particular regard being paid to the educational needs of any community, and therefore no particular facilities were offered to the Muhammadan. There was a very general impression amongst the community that, if there were more inspecting officers, both in the lower grade and in the higher grade, and more Muhammadan teacher in Government schools, the education of the community would be very much encouraged. There would be no difficulty in finding officers with the necessary qualifications as far as the Punjab was concerned, and he was told there would not be much difficulty in the United Provinces.

83,100. On the suggestion that a Muhammadan Secretary should be attached to the Director of Public Instruction in order to advice him, the witness said there was something of value in the suggestion, but there might be practical difficulties in the way. If a Secretary were appointed for one community there might be demands for Secretaries from other communities. Of course the reply to such a demand would be that Government could appoint special officers only for those communities for whose education special facilities were necessary. It would be undesirable that Muhammadans should ask for any special facilities, if the encouragement of Muhammadan education was not essential to the general progress of the country, which suffered if a particular community remained backward in education. The encouragement of education amongst Muhammadans would be very materially achieved by appointing Muhammadan inspecting officers and teachers. The measure would only be temporary. He would be very much opposed to the idea of having a hard and fast rule in all the Provinces, or even in the Provinces where the Muhammadan population predominated, that for all time to come there should be special officers.

83,101. As to suggestions by which the system might be made effective, the witness said that on the previous day Sir Valentine Chirol had made the very practical suggestion that an officer should be nominated from the community itself and the community should pay. In the Punjab and Bengal probably the community would welcome a suggestion of that kind.

83,102. (*Sir Murray Hammick.*) The witness said experience showed that men of very high calibre did not come out, and probably the Government of India did not lay sufficient stress on the Secretary of of State sending out men who were really of high intellectual attainments. The pay was not attractive and he should like to see far more elacticity in that direction.

83,013. The witness admitted that there might be difficulties arising when a man of good qualifications fell sick or went on furlough and the vacancy was filled temporarily by a man of inferior qualifications, but he doubted whether difficulties of that kind would be frequent in all the Provinces.

83,104. He would not allow professors to be made inspectors in order to learn more of the country and administrative work, nor would it be necessary to pay compensation to professors owing to their not being qualified for the higher administrative appointments in the department. A sufficiently high salary should be paid to the professor on recruitment to attach him permanently to his appointment. The pay should be sufficient to bring out the very best men from English Universities, and the best method would be to attach higher pay to individual posts. The number of such posts would be limited to first class Professors.

83.105. (*Mr. Abdur Rahim.*) The witness said that if they were properly qualified, Indians should be appointed to the posts of Professors, no distinction being made between Europeans and Indians, and in those exceptional cases no distinction should be made

in pay. Any distinctions of that kind would deter distinguished men from coming forward.

83,106. With reference to the complaint that in the United Provinces there was considerable feeling of discontent because Indians, doing the same work and and holding the same posts, received less pay than Europeans, the witness thought that probably the reason for discontent was the considerable difference in the pay, and if that difference was reduced the trouble would disappear. Regard should be had to the higher style of living which Europeans had to adopt in India. Experience showed him that there was a great difference in the mode of living between European and Indian Professors, and although that might diminish in course of time it was bound to remain for many years to come. He was not sufficiently acquainted with men in the Education Department in other Provinces to say whether they would be content, but he had read the written statement submitted by some members of the Provincial Education Service in Bengal and he found they were quite content with three-fifths of the pay.

83,107. (*Mr. Madge.*) The witness said he limited the two-thirds pay to lecturers. He recognised that the Educational Service could not be brought to the same level in pay, prospects, and prestige as the Civil Service, but he thought the present position of the Provincial Educational Service was rather humiliating to the officers.

83,108. With reference to the question of the Head of the Department being Secretary to the Local Government, the witness said there was some force in the objection that the Director of Public Instruction was not merely the Head of the Department but was also an Executive officer from whom appeals might be made, but in very few cases would appeals be made to the Head of the local Government and the necessity of raising the status of the Director of Public Instruction far outweighed other considerations. The ground upon which he based his suggestion was that the importance of the Education Department had increased so much of late that it was necessary that the Head of the Department should have his status improved. There was a strong feeling in the Punjab that if the Director remained as at present Under Secretary to Government probably the whole Service suffered.

83,109. With regard to the training of inspectors, the witness said they were generally in the first instance headmasters of schools or teachers in training colleges.

83,110. On the subject of the interchangeability of inspectorships and professorships, the witness said his objection did not hold with regard to headmasters and inspectors, but was only with regard to the interchange of college professors and inspectors.

83,111. (*Mr. Macdonald.*) The witness could not recall other instances of Heads of Departments having to deal with appeals from their own decisions, but the fact that such appeals had to be dealt with would not be an insuperable difficulty to a man being Secretary to the Government, because if in any particular instances the Director of Public Instruction passed any decisions and an appeal had to be made from those decisions, there was no reason why it should not be made to the head of the local administration without the Director expressing any opinion upon his own decision. When Government was laying down an educational policy it was to the advantage of the Service that the final word in the carrying out of that policy should be that of an expert and not that of a man who might be influenced by all sorts of outside motives. Consequently, on political grounds, the objection had no force, but was really a reason in favour of making the Director a Secretary.

83,112. On the subject of Muhammadan education, the witness said his information, so far as it went, was that even in Madras when facilities had been offered in the way of employing Muhammadan teachers a large number of Muhammadan boys had entered the schools. There was really a movement from below in the cause of Muhammadan education throughout India.

83,113. On general principles, under normal conditions of administration, it would not be a good thing for the Government to allow an officer, paid by an outside authority, the full powers of entry that an official inspector had, with power to make reports which might or might not be contrary to settled Government policy. Under exceptional circumstances, when the Government thought it necessary in the interests of general progress in the country to encourage a particular community, it might be done. For instance, there was an inspector of European schools appointed in the interests of the domiciled community. That was a movement in the right direction, because the European schools were attended by a particular class of people to whose educational requirements particluar attention had to be paid. It was true this inspector was an official The witness recognised the difficulties of allowing a person appointed by the community and not paid by the Government the right of entry and of reporting to the Director, but the difficulties were not insuperable. If special conditions demanded the application of special remedies, there was no reason why the country should not be prepared for those special remedies. The outside officer would need the same power as the Government officer and probably it would really be better to have a fully accredited official paid by the Government. The only difficulty might be that other communities would object to the employment of a Muhammadan out of the Provincial revenues, and if that objection had much force the Muhammadan community should be prepared to pay such an officer out of its own pocket.

83,114. (*Mr. Sly.*) On the subject of recruitment, the witness said it was not necessary to fix any proportion for appointment in England and appointment in India. If a vacancy was of a kind that the Government of India or the Secretary of State thought should be filled by a European rather than an Indian, the recruitment would be made in England. The matter would have to be considered in each case as it arose, and he should be sorry to lay down any hard and fast rule as to proportion. Recruitment for the Provincial Educational Service should be in India, and in that recruitment there should be no distinction between Europeans and Indians. Domiciled Europeans should be eligible with Indians, and in England Indians should be eligible with Europeans. He did not restrict the recruitment in England to a few professorships but included also lectureships and inspectorships. Members of the Imperial Service would be recruited in England as at present, the only difference between his suggestion and the present practice being that, whereas at present the recruitment was simply of Europeans, under his scheme the recruitment would be of Indians as well. As a rule the Indians should have have European degrees, but he would not make that absolutely necessary.

83,115. With regard to the question of pay, the two-thirds pay would be the rule in all cases for Indians, with the exception that Indians recruited in England to the superior service would be on full pay. That was a justifiable distinction, as most of the Indians recruited in England would be men who had received their education in British or Continental Universities, and would have incurred a larger expense than their countrymen who had been educated in India. Also the style of living of European educated Indians was very nearly the same as that of Europeans.

83,116. (*Mr. Gokhale.*) The witness said that on the University side he would have professorships and lectureships and would abolish the terms "Imperial" and "Provincial." Professors would be recruited in England for a comparatively few posts, Europeans and Indians being equally eligible. Lecturers would be recruited both in India and in England. The question of determining how many lectureships were to be filled in India and how many from England he would leave to be fixed, as circumstances demanded, by the Secretary of State or the Government of India. Should a lectureship in the Lahore college, for instance, become vacant then if the Governement of India were of opinion that they ought to have a man trained in England for the post they would write to the Secretary of State, who would make the selection. That meant some lectureships

had to be set aside for men recruited in England, while lectureships in other subjects would be set aside for recruitment in India. It would be difficult, however, to lay down any proportion. The Government of India would be able to determine it from experience of the work done by lecturers. If the Government of India thought it could properly fill a lecturership in India it might do so, otherwise it might ask the Secretary of State to select a man from England. Should an officer be selected from England he would come out on the same terms as the professors now came out, but he would draw less salary than the professors, who would draw special salaries. Lecturers coming from England would have their salaries based on the scale now in force, the salaries, however, being raised above the present ones. He would make no distinction in the salary between European and Indian Professors, the distinction only applying to lecturers, and for lecturers the feeling in the Punjab and Bengal seemed to be two-thirds pay for the Indian. It might be that the feeling was due to the fact that at present the salaries were so much lower than two-thirds that two-thirds appeared to be a substantial increase, but he thought they would remain satisfied for some time if they received a little more increase, though it was possible the demand would grow with its fulfilment. He would not make the salaries dependent upon the style of living though that consideration should have weight. There might be individual cases of Indians living in European style, but he was speaking of a class, and as a class Indians were incurring much less expense than Europeans. He did not think the analogy of judges of the High Courts and Chief Courts drawing the same pay, whether Indian or European, was a good one, because they, like the professors, with regard to whom he made no distinction, were at the very top of their profession. It was impossible to quote any logical principle in support of an argument for differentiation in pay, but a sort of expediency lay at the root of the matter and also a general feeling in the country. He desired to obtain the very best Indian graduates for lectureships, and they would naturally have to be paid according to the market rate of the exceptional Indian graduate, but he took exception to any statement that the market value of educated men in India was determined by the fact that the best men qualified for the Bar.

83,117. (*Mr. Chaubal.*) The witness said the suggestion he had made that a larger number of Muhammadan teachers and inspectors should be appointed than was the case at present was a feasible one. He did not propose to have Muhammadan inspectors exclusively for Muhammadan schools; they would be inspectors belonging to the department, would do exactly the same work as the other inspectors, and would inspect Hindu schools as well. The presence of Muhammadan inspectors and teachers would encourage Muhammadan education, as they knew the needs of the community much better than officers who belonged to other communities and would be more actively sympathetic. It was true that at present means existed of bringing Muhammadan matters to the notice of the authorities, but many cases might occur in which it was considered impracticable or undesirable to bring small points to the notice of the higher authorities.

83,118. He wished the higher educational service to be levelled up, but he did not see that it could be levelled up to the Civil Service. There was a great difference between the responsibilities of the Civil Service, both on the Executive and the Judicial sides, and those of the Educational Service. The Civil Service was undoubtedly more important in the interests of the country, but the Educational Service was increasing in importance in that direction. An inferior Collector would undoubtedly work greater mischief to the country than an inferior Professor.

83,119. (*Sir Theodore Morison.*) With reference to the pay of Europeans and Indians in the aided colleges, the witness said that the European Principal of the Islamia College at Lahore received a higher salary than the other professors owing to the fact that he was a European. In the Aligarh College there was a distinction in pay between the European and Indian professors, but he did not think that distinction extended to those who had a European degree. It might be that Indians were paid less in aided colleges because of the fact that they could be obtained at present rates of pay, while European professors would not come out on low salaries. Rs. 1,500 a month would certainly be sufficient inducement for a man of a good type to come out from England, but Professors who came out on short terms would no doubt demand higher salaries. Government should pay salaries which would produce ordinary good men, and really eminent men should receive special salaries. One reason for paying the Indian less was that he could be obtained for the salary he was now paid.

83,120. With reference to the difficulty of deciding whether recruitment should be in England or India, the Government of India or the local Government might say they had a very good man locally whom they would like to appoint and would recommend the Secretary of State to nominate him.

83,121. With regard to the difficulty of the Secretary of State only seeing Indians who had recently taken their degrees, on account of other men having returned to India, while Europeans who appeared before him might have taken their degrees several years previously, the witness understood that sometimes the Secretary of State selected European graduates who had taken their degrees comparatively recently, and there was no reason why he should not select Indians who had taken their degrees recently. In some cases, if further enquiry was thought necessary, it might be made of local authorities in India. If Indians in India could not appear before the selection committee then information might be obtained from the men on the spot.

83,122. (*Lord Ronaldshay.*) With regard to pay, the witness agreed the theory was that a European serving in India should be paid a salary above the indigenous market rate to compensate him for the disadvantages of service in a foreign country. Conversely, when an English officer in India was deputed for service in England his pay was reduced to two-thirds of what he was drawing in India. It would therefore be extravagant on the part of the Government of India to pay an Indian serving in India more than was paid to an Englishman serving in England, and for some time to come Indian officers ought to be quite willing to serve on those terms. It was a question of supply and demand. If the supply equalled the demand there was no reason why higher salaries should be paid.

83,123. (*Khan Bahadur Maulvi Umar-ud-din.*) The witness understood that in the Provincial Educational Service the proportion of Muhammadan Inspectors was five to nine Hindus, while in the Imperial Service it was one Muhammadan to three Hindus. There was a sufficient number of educated Muhammadans to provide Inspecting Officers. With reference to Muhammadans not applying for the posts or joining training colleges, the witness said that if people applied they were not given the appointments. Supposing a Hindu and a Muhammadan possessing the same qualifications applied, his own view was that under existing circumstances, other things being equal, if the Muhammadan could do the work of an Inspecting Officer up to the proper standard, he should be given preference over the Hindu officer, in order that Muhammadan education might be encouraged. He thought there would be great difficulties in the way of the Muhammadan community paying an officer. It would be better to have a larger number of Muhammadan Inspecting Officers, and a larger number of Muhammadan teachers in schools, rather than to have a special officer in the office of the Director of Public Instruction. In order to have that larger number of Inspecting Officers it was necessary to have a larger number of teachers, and for that purpose the number of Muhammadan students in the central training college should be increased. It would be an excellent proposal to have a special number of stipends for

Muhammadans in the central training colleges as a temporary measure.

83,124. (*Chairman.*) The witness said he thought it was a very good practice to have professors of real merit to come to India for a few months in the winter. Men of unquestionable eminence would sometimes come for a winter session, but would not come for any longer period. It would be an advantage not only to the students but to the whole educational atmosphere of the college. As to whether they should be employed in the college or in the University, it would be a great advantage if they could be employed as college professors, but there were difficulties in the way, as if there was no continuity in a college professorship obstacles might arise in the way of carrying on the duties of the appointment.

(The witness withdrew.)

At Calcutta, Saturday, 13th December, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.	ABDUR RAHIM, ESQ.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.	GOPAL KRISHNA GOKHALE, ESQ., C.I.E.
SIR THEODORE MORISON, K.C.I.E.	WALTER CULLEY MADGE, ESQ., C.I.E.
SIR VALENTINE CHIROL.	FRANK GEORGE SLY, ESQ., C.S.I.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.	HERBERT ALBERT LAURENS FISHER, ESQ.

JAMES RAMSAY MACDONALD, ESQ., M.P.

And the following Assistant Commissioners:—

E. E. BISS, ESQ., Principal, Secondary Training College, Dacca.

JOGENDRA NATH DAS GUPTA, ESQ., Presidency College, Calcutta.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

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Written Statement relating to the Education Department, being the corporate opinion of the Members of the Indian Educational Service in Bihar and Orissa.*

83,125. **(I.) Methods of recruitment.**—The members of the service consider that the present method of recruitment is in general satisfactory. The alternative usually suggested is a competitive examination, either separate or amalgamated with the higher Civil Service Examination. The obvious objection to the latter alternative is that unless the prospects of the Indian Educational Service and of the Indian Civil Service were to be made approximately equal, instead of differing widely as at present, only the worst candidates and those who failed to enter the Indian Civil Service would enter the Educational Service. The same objection applies to the former alternative, though it might to some extent be avoided if the competitive examination for the Education Service were held first. But it can hardly be maintained that a competitive examination of any kind is an appropriate method of selecting either Professors or Inspectors. The introduction of such a method would be singularly distasteful to men who have left the University for some years and would be likely to debar many men of the best stamp from entering the service at all.

83,126. **(II.) Systems of training and probation.**—A period of training of not less than one year is desirable both for a Professor and for an Inspector unless such period of training shall have been previously undergone before selection. For an Inspector the training should consist of one year in a Secondary Training College in England; for a Professor there should be either one year's specialization after the degree, or training in a Secondary Training College. (The Professors themselves consider training in a Secondary Training College to be unnecessary for Professors and to involve a mere waste of time; they would substitute for this clause "or a year's lecturing.") Any officer required to undergo a year's training at home should, as at present, be given a stipend of £200 for the year.

Probation.—Every officer, whether Professor or Inspector, should on his first arrival be attached for a period of six months to the office of a senior Inspector, and should not be placed in charge of a Professorship or Inspectorship until the expiration of the 6 months. During this period of training Inspectors should have an opportunity of seeing something of the working of subordinate offices. Special attention should be paid by members of both branches of the service to one of the vernaculars of the province to which they have been assigned.

No increment beyond Rs. 600 per mensem should be allowed to (*a*) Professors till they have passed the language test, and (*b*) Inspectors till they have passed an examination in the Civil Service Regulations, the Civil Account Code, the rules relating to the purchase and acquisition of land, the Local Self-Government Act, and the system of administration of the district

* Forwarded by the Director of Public Instruction on the 1st March, 1913, on behalf of the Service. Mr. Fawcus was examined upon this statement and his own supplementary statement, *vide* paragraphs 83, 134-42.

and of the division, and have also acquired a fairly fluent knowledge of at least one vernacular.

83,127. **(III.) Conditions of service.**—(i) The Table of Precedence should be revised in favour of the Indian Education Service. Officers on Rs. 800 and upwards should rank in class 78, officers on Rs. 1,200 and upwards in class 73, officers on Rs. 1,600 and upwards in class 66; while all Directors of Public Instruction of major provinces, *i.e.*, those who now draw Rs. 2,000 and upwards, who are not also members of a Legislative Council, should rank with 38. Other Directors, whose salaries are now less than Rs. 2,000 per mensem, should rank in class 50.

(ii) A contributory widows' pension fund having a Government Guarantee should be formed—compulsorily for future, optional for present, members.

(iii) Indian Educational Service officers should be given a more effective share in the control of the Universities.

(iv) Indian Educational Service officers should be provided with houses; those who are not entitled to free quarters should pay a rent of not more than 10 per cent. of their salary for such accommodation.

83,128. **(IV.) Conditions of salary.**—This should be—

(*a*) An incremental salary of Rs. 500—50—1,500. Each officer after 20 years' service would thus draw not less than Rs. 1,500.

(*b*) Assuming a cadre of not more than 16, there should be personal allowances in addition to their grade pay to (1) all Principals of Government Arts Colleges, whatever their length of service, (2) two selected senior Professors of 20 years' service in each province, if possible one in Arts and one in Science; and (3) two selected senior Inspectors of 20 years' service. The allowance should be at the rate of Rs. 200—100—500. (4) A fixed allowance of Rs. 200 per mensem should be given to the Assistant Director of Public Instruction, whatever his length of service. (5) The salary of Directors of Public Instruction of the major provinces, *i.e.*, those who now draw Rs. 2,000 and upwards, should be increased to Rs. 3,000—100—3,500, and of the minor provinces and administrations to Rs. 2,000—100—2,500.

83,129. **(V.) Conditions of leave.**—(*a*) There should be a minimum leave allowance of £300 per annum for officers of not more than 8 years' service, of £400 for officers of 12 to 16 years' service, and of £500 for officers of 16 years' service and upwards. At present an officer who during his first five years is so unfortunate as to fall ill, and is compelled to take leave on medical certificate, must inevitably prejudice his career at the outset by getting into debt.

(*b*) Furlough for one year should be admissible after 4 years' service.

(*c*) The college long vacation should be not less than 4 months. This reform would give to Professors in India something approximating to the vacations of the home Universities, would allow them more opportunity of study and research, would make it possible for them to keep abreast of the latest developments of their subjects in Europe and would increase very considerably the attractiveness of service.

(*d*) Inspectors should be allowed a recess of not less than 1 month during the school summer holidays at the summer head-quarters of Government, where their work can be carried on without inconvenience at that period of the year.

83,130. **(VI.) Conditions of pension.**—(*a*) The ordinary pension after 25 years' service should be £600 per annum. A proportionate pension, at the option of any member of the service, should be admissible after 20 years' service. (The Professors in the service consider that this limit should be reduced to 15 years.)

(*b*) An additional pension of £150 a year should be given to those senior selected officers who have reached a salary of Rs. 2,000 per mensem.

(*c*) An additional pension of £400 a year should be given after 3 years' approved service to the Director of Public Instruction. The three classes of pension will therefore be £600, £750, and £1,000, respectively.

83,131. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—(1) It is desirable that the present division of services should continue.

(2) When Indians are appointed to the Indian Educational Service, it should ordinarily be by promotion of deserving men from the Provincial Educational Service. The only exception which we consider it reasonable to make to this rule would be in the case of an Indian who had been educated at an English public school and University, and in such a case the full pay of the Indian Educational Service should be given. We desire to emphasize the importance of a degree obtained in one of the Universities of Great Britain or Ireland. The members of the service are required to be the apostles of western thought and western learning to the undergraduates of Indian Universities, to the subordinate inspecting staff, and to the teachers in the schools. To this end it is essential that they should have absorbed the spirit of that thought and of that learning by a residence of some years in one of the western Universities. No graduate of even the best Indian University is sufficiently familiar with the standards and imbued with the culture of European scholarship to be qualified to assist in raising ideals in India to a higher level.

(3) We consider it reasonable that Indian members of the Indian Educational Service, appointed as they now are, should receive, as they now do, two-thirds of the full salaries, because these salaries were calculated for the expenses of Europeans which are on a far higher scale even in the case of unmarried men than those of Indians of this class.

83,132. **(VIII.) The relations of the service with the Indian Civil Service and with other services.**—(1) The Director of Public Instruction should also be an *ex-officio* Secretary to Government. It is quite wrong in principle that the official proposals of the Director should be subjected to the criticisms of office clerks and Under-Secretaries in the Chief Secretary's office.

(2) It is equally wrong in practice that direct executive orders on educational matters, which ought always to be issued by the Director of Public Instruction, should be sometimes given by the Chief Secretary, and even, as has happened, by Civilian officers of lower rank, sometimes without even consulting the Director of Public Instruction, and, again, that such important matters as Council questions and answers on educational matters should be dealt with direct by the Chief Secretary, sometimes without any reference at all to the Director of Public Instruction.

(3) Another legitimate subject of complaint is that of the many educational conferences which have recently been summoned in Bengal, and in Eastern Bengal and Assam, the Director of Public Instruction has not once been appointed President, preference having been given in every instance to a Civilian officer. If the Director is not to be allowed to preside on such occasions, but has to take a subordinate position, he ceases to command the prestige of the Director, while he has still to perform the more onerous part of the work.

83,133. **(IX.) Other points.**—(1) When the Director of Public Instruction is also, as he should be, a member of the Legislative Council, he should introduce the Educational budget, and reply to criticisms on it. This practice still prevails in Bengal and was customary in Eastern Bengal and Assam; but recently, by an innovation which the members of the service cannot regard as otherwise than highly undesirable, this function has been assumed by the Hon'ble Member in charge of Education. It is obvious that such a measure has a further direct tendency to reduce the power and prestige of the Director's office.

(2) The members of the service deem it desirable that the Professoriate and the Inspectorate should, as far as possible, be maintained as separate branches of the service, the former having the position of Vice-Chancellor of the Provincial University reserved as a special prize, the latter, the Directorship. They endorse the suggestion that service as Vice-Chancellor should be reckoned as Government service.

(3) Nothing, however, has more seriously shaken the prestige and popularity of the Indian Educational Service than the scandals which have occurred, chiefly in North-Eastern India, with regard to the appointment of Director of Public Instruction. The unjustifiable slur cast upon the service by the supersession of Mr. Küchler and other senior officers of the Department and the appointment of Mr. (now Sir Archdale)

Earle as the Director of Public Instruction provoked so grave an agitation in England as well as in India that the Secretary of State considered it right to declare in 1908 that the post of Director of Public Instruction should not in future be given to any officer outside the Indian Educational Service, unless there were no officers belonging to that service in the whole of India deserving of selection. In Bengal recently a direct breach of both the letter and the spirit of that assurance, given only five years ago by the Secretary of State, is involved in the proposal put forward by the Government of that province with regard to the appointment of a successor to Mr. Küchler.

Written Statement relating to the Education Department, being a supplementary statement by Mr. Fawcus.

83,134. In March last a Written Statement on this subject was prepared by Mr. Hallward, then Director of Public Instruction, and received the assent of all the members of the service.* If it should be decided to retain in one service both Professors and Inspectors, I have little to add to the views expressed in that memorandum, though some allowance must be made for the blow which the service has sustained from the actual appointment of Mr. Hornell and from the proposal to place over the heads of the present Professors a number of eminent scholars to be recruited on special rates of pay.

Before the Statement was finally drawn up I submitted a note to Mr. Hallward giving my opinion on the different points raised. Although at that time I did not wish to submit, as it were, a minority report, I should now like to state clearly my own views as to the best method of dealing with the educational services. If the somewhat drastic proposals which I now put forward be not accepted, I am ready to fall back on the suggestions made in the former memorandum, but I consider that the improvements in the pay and prospects of the educational services therein suggested will certainly not provide a permanent solution of the difficulties which at present exist. Throughout I have dealt with the question from an Inspector's point of view which I should represent. The Inspectors with whom I have been able to discuss the question all agree with my views, but the Professors in the Patna College wish me to say that they disagree totally with my proposal to break up the Indian Educational Service, and that they consider that the arguments which I have adduced support the view that education is a subject which should be controlled by an independent service consisting of persons who have expert and practical knowledge.

In my opinion the separation between the two branches of the service should be made complete. Professors alone should form a distinct Educational Service; Headmasters and Inspectors should form a branch of the Civil Service. As time goes on the members of that Service will have to specialise more and more, and it would certainly not weaken the efficiency of the Service as a whole if it were to include a few men who had specialised in education. Men of exactly the same stamp are required for Headmasterships and Inspectorships as for the Civil Service and the prospects offered to the former must therefore be identical with those offered to the latter, or there is bound to be discontent. For College work a somewhat different type of man is required, for administrative ability is of less importance than wide scholarship and enthusiasm for a particular branch of study. But to secure first class Professors again it will be necessary to offer terms somewhat similar to those given to members of the Civil Service, though the certainty of being able to pursue that type of work which they prefer and the advantage of an annual vacation must be taken into account. The proposals recently put forward for the recruitment of a number of Professors on salaries averaging Rs. 1,800 per mensem would seem to indicate that it has been recognised that the present scale of pay does not suffice to retain really first class men. Coming to details:—

83,135. **(I.) Methods of recruitment.**—Inspectors and Headmasters should be recruited at the ordinary Civil Service Examination and should spend the year after that examination in taking a University course in the Theory, History and Practice of Education. They should in all cases take their degree before coming out to India.

The present system of recruiting Professors seems to me satisfactory; anything in the nature of a competitive examination would be distasteful to men who have left the University for some years. But only men who have taken an Honours degree at a British or Irish University should at present be eligible for appointment, for the standards of Indian Universities are not yet those of the great centres of western learning.

83,136. **(II.) Systems of training and probation.**—A person who wishes to enter the educational branch of the Civil Service should after selection undergo a course of technical training before he comes to India. On arrival he should for at least one year be employed as an Assistant Magistrate and Collector so that he may become familiar with the general system of administration, with which educational Officers are now often accused of being out of touch. At the expiry of this period, during which he should be required to pass the ordinary departmental examinations, he should be attached for a time to the office of a senior Inspector of schools, and, when he has thus become familiar with office routine and the educational system he should be posted first as Headmaster of a Government High School, then as a District Deputy Inspector, and finally as an Inspector of Schools.

Professors should only be required to pass a simple examination in the vernacular, but they should be given more ample opportunities than at present of seeing something of the work of the schools from which their students are recruited.

83,137. **(III.) Conditions of service.**—For Inspectors and Headmasters these should be the same as for other members of the Civil Service. It will have to be made plain that members of the educational branch of the Service are eligible for the highest posts in the Service in exactly the same way as other officers, or the best men will not come forward for this branch of work.

If the proposals which I have put forward be accepted it will be impossible for a Professor to become Director of Public Instruction. To this in itself I see no objection, but it will be necessary to create for the Professors some one post carrying a considerably higher rate of pay than that given to the other Professors or (a) the Professors will suffer pecuniarily, (b) there will be no post to which every Professor will aspire to attain, as the climax of his career, and (c) the Professorial service will have no recognised Head and will become incapable of taking action as a whole in matters where such combined action is desirable. The post would naturally be that of Vice-Chancellor of the Provincial University—a post which should, I think, be reserved by statute for members of the Educational Service; but if this be impossible, and I quite recognise that the trend of modern opinion is not in favour of such a course, a special rate of pay should be attached to the Principalship of the premier Government College. Professors should be given a more effective share in the control of the Universities, and the table of precedence should be revised in their favour; *e.g.* it seems unjust that a Deputy Conservator of Forests should come into No. 78 of the Warrant when his salary reaches Rs. 800 and a member of the I.E.S. not until his salary reaches Rs. 1,000.

83,138. **(IV.) Conditions of salary.**—The Director of Public Instruction should be a Secretary to Government and his pay should be fixed in the same way as that of the other Secretaries. The increase in the volume of educational work will soon make it necessary to have a separate Education Secretary in each major Province, and if that Secretary be not a member of the educational branch of the service the members of that branch will feel, as the members of the I.E.S. now do, that no value whatever is attached to their technical training and experience and that an arrangement under which they may be made responsible for the carrying out of schemes which have been revised, if not originated, by persons wholly unfamiliar with actual educational work is

* This is printed in paragraphs 83, 125–33.

unsatisfactory in every way. Inspectors and Headmasters should draw pay and allowances on the same scale as other members of the Civil Service.

Professors should be given a salary of Rs. 500—50—1,500 and a certain number of personal allowances should be sanctioned, approximately for 20 per cent. of the cadre. All Principals of Arts Colleges should receive allowances of this kind ex-officio, irrespective of their length of service; the remainder should go to the senior Professors.

83,139. **(V.) Conditions of leave.**—The redraft of the leave rules recently circulated seems to be generally satisfactory, but the progress continually being made in the different sciences, including that of Education, must not be forgotten and study leave should therefore be admissible to Professors of scientific subjects and to members of the educational branch of the Civil Service on the same terms as to members of the Indian Medical Service. Some special concession in the way of leave is necessary for English Headmasters, for they are not entitled to privilege leave and their vacation is too short to enable them to visit their homes.

I do not think that Inspectresses should be bound by the same rules as men. A lady requires an annual holiday, and I think that any lady employed in inspecting work should be allowed a three months' recess every year at the summer headquarters of Government.

83,140. **(VI.) Conditions of pension.**—Inspectors and Headmasters should be placed on the same terms as other members of the Civil Service. Officers in the Forest Service and the P. W. D. are allowed to retire on full pension after 25 years and on a reduced pension after 20 years; a similar concession should be made to Professors, but, as they are usually recruited at a somewhat more advanced age than members of the two services named, the regulations should be so framed as to permit of optional retirement on reduced pension at the age of 50 at latest in all cases. The normal pension should not be less than £600 per annum and an additional pension should be given to officers who have drawn the personal allowances above suggested for not less than 3 years.

83,141. **(VII.) Such limitation as may exist in the employment of non-Europeans.**—No fixed rule should be laid down. The essential point is that the officer recruited on the terms suggested, whether Professor, Headmaster or Inspector, must have been educated at a British University. Education at one of the great Public Schools should be regarded as an additional qualification for a Professor, though it is not one which can be insisted upon.

Persons educated at Indian Universities and therefore not qualified for posts on the pay suggested should be given salaries similar to those offered to members of the Provincial Executive and Judicial Services, say Rs. 250 rising to Rs. 1,000. It would, I think, be a mistake to combine the two services—it should be an essential feature of any service that all its members should be recruited on the same terms.

83,142. **(VIII.) Relations of the service with the Indian Civil Service.**—If effect were given to the scheme outlined it is probable that the acute dissatisfaction which the members of the Educational Service now feel would to a great extent disappear, for Educational officers would not then be bound to remain for ever in subordinate positions and would have a much greater chance of making their voices heard. It seems scarcely possible that any Government on which an educational expert had any real chance of making his voice heard would appoint as Director of Public Instruction an officer who had never inspected or taught in any Indian School, or submit the considered opinions of its Director of Public Instruction for advice to an officer whose acquaintance with schools and colleges is limited to occasional rapid inspections of their buildings. While such things are possible the members of the service feel that they are subjected to a double injustice, for they are not allowed to shape, or get the credit for shaping, the educational policy of the Province, while on the other hand they not infrequently have to endeavour to carry out schemes and policies which they believe to be wholly mistaken. They feel that the appointment of persons, as ignorant of the Theory of Teaching as they are unfamiliar with its Practice, to deal with educational problems implies that technical training and experience alike are wholly valueless. On the other hand it is beyond dispute that at present members of the Executive branch of the Educational Service are sometimes out of touch with the general system of administration and that this fact occasionally lessens the value of their work. This state of affairs and the injustice of giving different rates of pay and in consequence different prestige to men whose qualifications are the same and who have to perform equally important and arduous work can, I think, only be remedied by combining the Executive branch of the Educational Service with the Civil Service.

Mr. G. E. Fawcus called and examined.

83,143. (*Chairman.*) The witness said he was the representative of the Indian Educational Service in Bihar and Orissa, and was at present acting as Assistant Director. He came to India in October, 1909, at the age of twenty-four, and was temporarily attached to the David Hare Training College, Calcutta, for nearly three months, and then was appointed Inspector. He considered the amount of training he thus received was not adequate, as he was given no opportunity of learning the vernacular of Bihar.

83,144. There was some difference of opinion in the province as between the Professors and Inspectors, as to the best organisation for the Educational Service. The Professors desired to keep things more or less as they were, whilst the Inspectors wished to see the Inspectorate merged into the Indian Civil Service. The matter had of course to be viewed from the standpoint of the interests of education, and not only of those of the service, and from this point of view an absolutely definite separation might be prejudicial. It might meet the case if no officer were given a right to claim a transfer from one branch to the other; but if Government considered it necessary to transfer a man, it should be left open to the Government to do so.

83,145. With reference to the organisation of the Inspectorate, the witness said there were five divisions in Bihar, four of which had an Inspector who was in the Indian Educational Service, and one an officer from the Provincial Educational Service, the latter being styled Additional Inspector. There was an Assistant Inspector in three divisions, but it was proposed to abolish that office shortly as it was considered somewhat superfluous. There was also a special inspecting officer for Muhammadan education in each division, and in each district a Deputy Inspector whom it was proposed to promote to the Provincial Service, when the Assistant Inspectors would be superfluous. The two heaviest districts in the province had a second Deputy Inspector. Subordinate to the Deputy Inspector were Sub-Inspectors and Assistant Sub-Inspectors, performing practically the same duties, but the Sub-Inspectors were more highly qualified men than the Assistant Sub-Inspectors. Subordinate to them, again, was a class called inspecting pandits, who were paid by the District Boards. They were a somewhat obsolete type of officer, whom it was proposed to abolish in the near future.

83,146. With regard to the work of the Inspectors and Assistant Inspectors, the latter had practically no administrative duties at the present time, all those duties falling upon the Inspector, such, for instance, as determining the amounts of grants to be given to different schools from Provincial revenues, recommending officers for promotion, appointing men, granting leave, &c. An Assistant Inspector might dispose of routine cases, but the authority would be that of the Inspector. The Assistant Inspector had no separate office, and in so far as he did any office work at all he worked in that of the Inspector. The work and responsibility of the Assistant Inspector were definitely inferior to those of the Inspector.

83,147. With reference to recruitment, the witness said that Assistant Inspectors had in the past always

been recruited by promotion from the Deputy Inspectors, and it was not proposed to recruit any more. Four out of the five Inspectors were members of the Indian Educational Service, and the one Provincial Service Inspector had been promoted from the post of Deputy Inspector. It was the prize post at present for the inspecting branch of the Subordinate and Provincial Services. The best form of recruitment for a Deputy Inspector was from the Subordinate Service in all cases.

83,148. The sanctioned number of headmasters in the Indian Educational Service was two, at Patna and Ranchi, and at Cuttack there was a European, who was neither in the Indian Educational Service nor in the Provincial Service, but was on a special rate of pay. A proposal had been placed before the Government of India for one headmaster in each division, making five in all. In the Provincial Service there had been two posts of headmaster, one of which had been replaced by an officer of the Indian Educational Service, and one by an officer on a special rate of pay; so that at present there were no headmasterships in the Provincial Service.

83,149. There was one Additional Inspector, an Indian, who performed exactly the same duties as Inspectors. The four posts of Inspector were filled by Europeans. The post of Additional Inspector was established some years ago, but the officer was only made independent with the powers of an Inspector in August, 1912. Before that two divisions were under the charge of one Inspector, and the Additional Inspector was more or less subordinate to him. He now had the same authority and responsibility as an Inspector. The word "Additional" might be dropped from the title, as it was rather invidious. The only reason for its use was that the officer was in the Provincial Service.

83,150. The witness then said that the chief ground for making the inspecting staff practically a part of the Civil Service was that men were required of almost identical qualifications, and the responsibility was very similar. If an Inspector did not play his part, the administration of the district became exceedingly difficult. It would be impossible in many cases to say that the Inspector's responsibility was lower than the responsibility of a District Magistrate. When two officers were of the same standard and were performing work of the same kind, it seemed reasonable to pay them equally and place them in the same service. The difference between the two sections would be no greater than that between the Judicial and Executive branches of the Indian Civil Service. If the pay and prospects were improved, the Educational Service would offer an attractive career to members of the Civil Service and bring in men who were interested in educational work. Having entered the Educational Service, the question of whether a man should revert to Civil Service work again would be a matter for the Government. An officer who had been long in the Educational branch might be completely out of touch with other work. In the majority of cases an officer who had once entered the service, and had been proved to be suitable, should remain in it.

83,151. With regard to Indian headmasters, the witness said there was only one in the Indian Educational Service in Bihar, and he had had a British training at Oxford University. He saw no reason why a man who had proved himself, by actual work as a Professor or Inspector, to be fit for the service, should not be taken into it, and he did not think there could be any justification for refusing to promote a man who had proved himself worthy of promotion. An English training might be made a qualification for recruitment, but should not be insisted upon in case of promotion. All Indians applying for appointment to the Indian Educational Service should have been to an English University, but he would not send a man to England for such a training after promotion.

83,152. With regard to pay, the witness said the only selection he would have between Rs. 500 and Rs. 1,500 would be at the Rs. 600 line, the end of the period of probation. He had never yet known a man to be rejected at the end of that period. He did not think an automatic increase from Rs. 600 to Rs. 1,500, without selection at any point, was in any way undesirable.

83,153. With regard to leave, the witness said he himself had not had leave of any kind, but the officers were entitled to privilege leave in the same way as officers of other Departments. Owing to the variation in the holidays of the various schools it was very difficult to get a holiday at all; there was no time when an Inspector could definitely say that all the schools in his division were closed and no inspecting work could be done. Possibly, in the last half of May and during June the work was easier. He thought it was undesirable to have uniformity in vacations; some choice should be left to headmasters, and the parents of the boys and local opinion would largely determine when vacations should be given. The time of vacation of the primary schools could not be fixed, as it depended largely on agricultural work, which itself was dependent on the rains. When inspecting work was slack, the Inspector was mainly concerned with office work.

83,154. The witness was in favour of the Director of Public Instruction becoming Secretary to Government, but he attached no importance to the argument in the written statement of the members of the Indian Educational Service as to the Director being subjected to the criticisms of Under Secretaries and office clerks. At the present moment things were being done twice over. After being carefully considered by the Inspectors or Professors, a case would be discussed at great length by the clerks in the Director's office; it was then sent to the Secretariat by the Director and the work of noting was all done over again. The work would be halved if the Director became Secretary; there would be one office instead of two, the Director would have a better class of clerks at his disposal, and he would have all the printed records before him for reference. At present the Director's records were not printed, and it was quite conceivable that occasionally they might be lost.

83,155. With reference to the proposal of the service that the Director of Public Instruction should be a member of the Legislative Council and introduce and defend the Educational Budget, the witness said it was not meant that he should be a member of the Executive Council, or that he should be independent in any way; he would have to work under the Member of Council responsible for educational work.

83,156. The average age of the officers of the Educational Service in Bihar and Orissa was about thirty-one. Most of them had under seven year's service, except two who were in the grade of Rs. 1,000 and upwards, so that it could hardly be said that there was at present any substantial grievance. The fact that the senior members had gone to Bengal and the junior to Bihar seemed accidental.

83,157. (*Lord Ronaldshay.*) The witness said he would make an English University training a *sine quâ non* for an Indian appointed direct to the Indian Educational Service, but he did not think it was necessary to insist on training at an English Public school. He thought the majority of officers in the service would consider a Public school training an additional qualification, but would not regard it as an absolute necessity. He did not think they would stand by the literal interpretation of the written statement, as that would practically exclude all Indians, whereas they would welcome the selection of a gentleman, such as had been recently appointed, who had not been to an English Public school.

83,158. The ordinary method of recruitment of Indians to the Indian Educational Service should be by promotion from the Provincial Educational Service, when experience showed that men of that service had become thoroughly qualified for the work. The extent of promotion from the Provincial Service would depend on the quality of the men in it. With a very strong Provincial Service promotions might be made with great freedom, and possibly in the future a large percentage of the cadre might come from the Provincial Service. That was not possible at present, as there were not sufficient good men in the service. He did not think better men would be obtained from Indians who had been to a British University for two or three years, than would be obtained from Indians who had had the whole of their training and education in India and had served in the Provincial Service.

83,159. With regard to the creation of a pension fund for widows and orphans, the witness said he did not propose that officers should be compelled to subscribe to such a fund in addition to the General Provident Fund, to which some officers already subscribed one-eighth of their pay.

83,160. (*Sir Theodore Morison.*) With reference to Inspectors being members of the Indian Civil Service, the witness said the officer would have to elect for the service directly after passing the competitive examination, even though at that time he had not seen India or had any experience of the country and the work. The expense would be too great to send a man to India and then send him back to England to be trained. He would have to go through the ordinary period of probation as a Civilian. For the present training of a Civilian in England he proposed to substitute a pedagogic training, but the officer might possibly do a certain amount of law or history and the vernaculars in addition. When he came out he would serve one year in a district before taking up educational work. At present the number of Inspectors was limited, and there were few higher appointments, but if the increasing complexity of education made it necessary to provide an inspector in each district, a higher organisation, similar to that of the Civil Service, would spring up. If a man elected for educational work, he might then have the opportunity of reaching the Directorship of Public Instruction, an Under Secretaryship, or a Secretaryship, and he might also aspire to any post in the Government of India connected with education. It was true that, even so, the number of prizes would be smaller than were to be found in the Executive branch, but the number of men would also be smaller. In practice, a man would be definitely assigned to the educational branch, but if Government considered an educational officer would make a good Commissioner it should be open to the Government to transfer him.

83,161. With reference to salary, there was already power to withhold increments, and he should be glad to see increments withheld until officers had passed certain tests. That might make the service slightly less attractive, but he could not say whether it would affect recruiting. It would be extremely difficult to review a man's service at some definite period, as the Director of Public Instruction might be new to the province, and have to depend on records made at different periods by different people, who had different ideas of assessing a man's value. He had no objection to having a time-scale up to a certain limit, with promotion by selection beyond, if it was considered to be workable.

83,162. (*Mr. Chaubal.*) The witness said he did not suggest that University Professors should be recruited in the same way as members of the Indian Civil Service. He drew a distinction between University professors and professors whose work was somewhat lower. He would not recommend that professors of colleges should be obtained from the Indian Civil Service but it would remain possible, as at present.

83,163. With regard to holidays, at present professors had about three months and asked for four, with one year of furlough after four years. The suggestion in the written statement did not mean that the total amount of furlough should be altered. The vacation was not regarded as a non-working period, the idea being that a professor should return to England and take up some work of value to him in his service.

83,164. On the subject of Assistant Inspectors, the witness said they did very little administrative work, but he would not say that on that account they were disqualified for discharging the duties of an Inspector. The experience gained by a Deputy Inspector in his post would be of value in qualifying a man for an Inspectorship, and if Deputy Inspectors were fit for promotion to Inspectors, that would be the natural source from which to draw them. He would not exclude the appointment of headmasters to Assistant Inspectorships and Inspectorships, but he did not think it would be very usual. He could not remember any instance in the Province where a headmaster had been promoted direct to Assistant Inspector, except one who was in an acting position at present. In the Indian Educational Service none of the present Inspectors had served as headmasters. Once a man was trained as a headmaster it would be injurious to the school to remove him to an Inspectorship. A headmaster in the Indian Educational Service might be transferred to an Inspectorship in the course of time, but he would not regard his period at the school as a training for an Inspector.

83,165. (*Mr. Gokhale.*) The witness said he did not think that if Headmasterships and Inspectorships were made part of the Indian Civil Service the pay and prospects of the Educational branch would be less attractive than those of the Judicial and Executive branches, except to the extent that the prizes of the Civil Service would not be ordinarily available to men in the Education Department. That would not have much effect, as men with a definite call to educational work would prefer the Educational branch to any other. The chief reason for making the Educational Service a branch of the Indian Civil Service, apart from the question of improvement in pay, was to avoid the friction which now frequently arose between the two services. Friction had occurred between headmasters and District Magistrates for instance, and was more likely to occur if there were two services instead of one. Men on passing the competitive examination would enter the Indian Civil Service and undergo special training for Educational work, and would work as Magistrates in India for at least one year. He would not make a study of law compulsory in the preliminary training. Officers might, for instance, during their year be doing Executive work, such as settlement work, which would improve their efficiency as Educational officers later on, as they would be going about in the districts and learning something more of the people than they would learn in a school. Any work which took a man out into the villages amongst the people was bound to lead to an increase in efficiency in Educational work.

83,166. There were about 5,000 primary schools in one division, and in the year an Inspector would visit some 300 or 400 of them. He did not think it was asking too much of a man to make himself sufficiently acquainted with the vernacular to speak to the small boys at such schools. The inspection of twenty high schools would probably take forty or fifty days, and an Inspector might be able to inspect such schools twice in a year.

83,167. (*Mr. Sly.*) The witness said it was hoped to get five men of the best possible qualifications for headmasters in the Indian Educational Service in order to set a standard in each division, the idea being that there should be one special high school in each division of a higher standard than the others. The school would be at the divisional headquarters. The other headmasters would be in the Provincial Service; at present they were in the Subordinate Service. All the Deputy Inspectors would be in the Provincial Service. They were now recruited solely by promotion from the Subordinate Service, which they entered as sub-Inspectors at Rs. 50. He preferred that they should all be recruited by promotion from the Subordinate Service. That did not necessarily mean that they would come into the Provincial Service at a somewhat advanced age, because if a man showed himself really good as a sub-Inspector there would be no objection to promoting him after three or four years, even over the heads of his fellows. At present, Deputy Inspectors were Government officers paid by Government. Their initial pay had recently been raised to Rs. 125, the maximum now being Rs. 250. The pay for the Provincial Service should be on the same lines as that of the Provincial Executive service, beginning at Rs. 250 and rising to whatever maximum might be laid down for the Executive service. The importance of the duties of Deputy Inspectors more than justified doubling their pay and prospects.

83,168. The witness said the reason for giving one year's furlough after four years was the fact that a man could not go on for eight years without some long leave. It was quite usual now to take special leave after three or four years, simply because a man was absolutely tired by his work. He could not say that the present rule had any real effect on recruitment, as the eight-year period was the same for all services, but he thought it was a consideration which weighed with all officers who came out to India.

83,169. With regard to study leave for Inspectors, at present the Government of India were laying stress on introducing manual training into schools, and that would be one of the things officers might wish to study. Although he himself had been through a training college he had had no manual training, and he wished to go through a course in Germany or Sweden. No one had ever taken leave under the present study leave rules, as there was no encouragement to do so. The pay was inadequate, and a man had to go through a very definite course of study and afterwards publish a treatise of which Government would have the copyright.

83,170. With regard to the reduction of the age for pensions to twenty years, the witness said that was a concession allowed to other services, and the grounds of the request made by the Educational Service were the same as those put forward by the other services. In the Indian Educational Service men were recruited rather late in life, the average age of recruitment being about twenty-eight. Even if other services did not ask for the concession, the Educational service would still have a case, on the ground that the men were recruited at a specially advanced age.

83,171. (*Mr. Fisher.*) The witness said he did not hold that it was inadvisable for headmasters to become Inspectors, but he considered it to be inadvisable to make the headmasters' work merely part of the training in all cases for an Inspector. An Inspector would derive some benefit from previous experience as a headmaster in an Indian high school, as he required a very intimate acquaintance with school conditions. If a man was a good headmaster he should stay on at the school; if not, he should be placed in the Inspectorate. That would cast no slur on the Inspectorate, as it would only prove that some men were more fitted for Inspector's work than a headmastership. A headmaster had a great deal of administrative work as well as teaching work.

83,172. At present professors did not have an effective share in the control of the Universities. There was now only one member of the Indian Educational service in Bihar and Orissa, who was a member of the Senate of the Calcutta University, and he thought this insufficient.

83,173. Deputy Inspectors were now recruited from the Subordinate Service. A sub-Inspector, who was promoted to be a Deputy Inspector, should be a graduate. An undergraduate should not ordinarily be promoted to the Provincial service.

83,174. If the vacations of professors were increased to four months, no great addition to the total amount of holidays, which were at present scattered throughout the year, would be caused. His proposal was to concentrate the holidays, as far as possible, without interfering with religious observances. He did not think there would be any danger of such a long holiday affecting a boy's work. The proposal was put forward so that the professor might use his vacation to some purpose instead of taking a mere holiday.

83,175. (*Mr. Macdonald.*) The witness said that, in the Dacca University report, which was a published document, and in the Patna University report, which was about to be published, there was a proposal to recruit a certain number of professors on an average salary of Rs. 1,800. It was suspected that those professors would enjoy a status superior to that of men recruited on lower pay, and that the status of the present professors would thereby suffer. If the University professors were an absolutely distinct class of men of real eminence he did not think the complaint would continue.

83,176. The witness then said he himself had been to a secondary training college in England for a year, and had been taught a great deal, especially the way of presenting ideas to small boys, and such technical details as the use of blackboards, arranging classes, lighting of schoolrooms, etc. He could not agree that there was a great difference in those matters between England and India. Work in a training college in England included work in an elementary school, and in the Oxford Secondary Training College men were working every day in the Oxford elementary schools.

83,177. On the subject of a pension fund for widows and orphans, the witness said his idea was that this should be placed on a proper actuarial basis, and that Government should guarantee its solvency. He did not ask that the Government should contribute to the fund, but Government should undertake that, whatever happened, the money should be paid when application was made for it.

83,178. With reference to earlier pensions, they were asked for in order to induce men to come out, and in making the suggestion he was thinking more of a professor who was recruited at the age of thirty-two or thirty-three. It was true that a man recruited at the age of twenty-four or twenty-five would also be able to leave the service at an earlier age, but it was probable that he would not be able to afford to do so as he would get a much reduced pension.

83,179. The witness admitted that the assertion in the corporate written statement that "no graduate of even the best Indian University is sufficiently familiar with the standard and imbued with the culture of European scholarship to be qualified to *assist* in raising educational ideals in India to a higher level," was too strongly worded.

83,180. (*Mr. Madge.*) The witness said the post of Director was not in the cadre of the service, and apparently the only object in omitting it was to reserve to the Government the power of recruiting the best man for it. He would be disinclined to allow a Local Government the final choice in the matter, but would be prepared to accept the decision of the Secretary of State. The prospect of rising to be head of the department had great influence on candidates entering the service.

83,181. The witness thought it was probable that some men in the Educational service had chosen that service because they had not been placed high enough in the competitive examination to enter the Civil Service.

83,182. He considered a man should have had administrative work before becoming head of a department, but experience could be gained both by the principal of a college and an inspector.

83,183. If the proposal to amalgamate the inspectorate with the Civil Service was not accepted he would be in favour of keeping the two branches of the service, teaching and inspecting, as far as possible distinct.

83,184. With reference to the Director of Public Instruction becoming Secretary to the Government, he did not think there would be any difficulty in the fact that he would have to hear appeals from his own decisions, as the Executive Council would always have appellate authority.

83,185. (*Mr. Abdur Rahim.*) The witness considered that the amalgamation of the inspecting branch of the Educational department with the Civil Service would be of considerable benefit to the administration and would lead to more harmonious working. The suggestion was not put forward with a view to benefiting the Civil Service but with a view to improving the general administration, by removing friction. It was true there were other departments of Government where friction occurred occasionally, but that was no reason why such departments should be carried into the Civil Service also, as they did not contain men of the same stamp. An Educational officer should always be a man who would have no difficulty in passing the Indian Civil Service examination. If other departments contained men of the same stamp as the Educational department they might reasonably ask for identical prospects with the Civil Service.

83,186. There was a special inspector in each division of Bihar for Muhammadan education, one being in the provincial service and four in the subordinate service. They were called special inspecting officers for Muhammadan education, and they inspected Maktabs and Madrasahs. They were also interested in providing facilities for teaching Urdu when Muhammadans wished for that teaching. They would not be entitled to inspect a high school, but if the Muhammadans in any place suggested that the facilities for teaching Urdu were not adequate the special inspector would be asked to look into the question. All such officers were Muhammadans, and recently the staff had been increased.

83,187. (*Sir Valentine Chirol.*) The witness said the desire of officers was to see some closer connection between the Indian Civil Service and the Indian Educational service, in the belief that the work of education was at least as important as that of any other part of the administration. He agreed with the Government of India Resolution of 1904 that where the problems to be solved were so complex and the interests at stake so momentous, India was entitled to ask for the highest intellect and culture which the seats of learning could furnish.

83,188. The witness then said that at present better men were obtained for the Indian Educational Service than for the Provincial Educational Service and he considered that the latter should be made a definitely subordinate service with definite prospects of promotion for the better men. He should be very glad to see a really good Indian from the Provincial service promoted to the Indian service, and he was not prepared to say there were no good men now in the Provincial service. He would promote them at any time, if they were found fit. The best way of forming an opinion of the capacity of an Indian trained in India was to see his work in the Provincial service.

83,189. (*Sir Murray Hammick.*) The witness said he had been associated with several Provincial Inspectors and could say from experience that the Service was discontented, the chief ground for discontent arising from a comparison with the Provincial Executive service. There were also men in the Provincial Service who were discontented at not being promoted to the Indian Educational Service but that would not apply to the Service as a whole. He did not think the Provincial Educational Service in Bihar at present obtained the pick of the graduates from the Universities, as recruitment was seriously affected by the absence of prospects. If the pay of the Provincial service was raised to that of the Executive service, and it was definitely announced that promotion from the Provincial to the Indian service would be a reward for good work, a good class of man would be obtained. Whether the best graduates from the University would enter the Subordinate or Provincial service with a chance of being qualified for the Indian Educational Service many years later would depend upon a man's confidence in his own abilities. The Educational Department required the very best Indians obtainable, and if the Subordinate Service was made sufficiently attractive he did not think it would be impossible to get them. He had heard that the two-thirds pay rule was a real grievance amongst men of the Educational Service in other Provinces, and would like to give them the same pay simply to avoid any feeling of discontent, but he realised that that would have to be applied throughout all the services and the cost would be very great.

83,190. With regard to the pension fund for widows and orphans, if the subscriptions were not sufficient to provide reasonable pensions the Government should make up the difference, but he thought the subscriptions could be made quite adequate. Government should start the fund on an acturial basis and manage it, and the benefits should be given as they would be given by a regular insurance fund. It should be a fund on a business footing and not a charitable institution.

83,191. (*Mr. Biss.*) The witness considered that the four months' holiday could be obtained by cutting down the other holidays throughout the year, such as the Dussarah, Christmas, and other vacations. The four months were necessary to enable professors to keep abreast of their subjects by working on them in England. At present a professor had no time to do other than take a holiday when he went away, but if there was an extension, sufficient time would be allowed him to put in some real work. From the point of view of the efficiency of a professor a four months' vacation would be of advantage.

83,192. The question of the primary schools was then gone into, and the witness did not think they could be put under subdivisional officers. Their number was always increasing and very few subdivisional officers could manage the work. If there was a sufficient number of subdivisional officers the case might be different, and a subdivisional officer would probably be more in touch with the schools than the inspector, but he would be less in touch than the Deputy Inspector. It would be a little complex to have Deputy Inspectors under Inspectors and sub-Inspectors under sub-divisional officers, but he would not say that this would be unworkable.

83,193. (*Mr. Gupta.*) The witness said that in one case there was an Additional Inspector temporarily subordinate to an Inspector in Bihar, but it was proposed to put him in an independent charge. There were at present two Additional Inspectors in Bihar, one entirely independent the other it was proposed to make independent. He believed that only one member of the Indian Educational Service was on the Senate of the Calcutta University, but the Director of Public Instruction was an *ex-officio* member.

83,194. With regard to study leave, his idea was that the Government of India put every possible obstacle in the way of a man taking such leave. The members of the service were anxious to take study leave but could not do so under present conditions.

83,195. On the question of amalgamating the two branches of the service the witness said he preferred to keep the Provincial Service subordinate, with prospects of promotion for good men. He was not aware of any understanding that an Inspector should not inspect all classes of schools. It was an Inspector's duty to inspect a sufficient number of schools of all classes to get an idea of the state of education in his division.

(The witness withdrew.)

J. G. Jennings, Esq., Officiating Director of Public Instruction, Bihar and Orissa.

Written Statement relating to the Education Department.

83,196. **(I.) Methods of recruitment.**—(*a*) *Indian Educational Service.*—The pay and prospects of the Indian Educational Service do not attract a sufficient number of men of the right stamp. Allowing for this difficulty in obtaining a sufficiency of the right material the method of recruitment followed by the India Office is not unsatisfactory. Officers of the Indian Educational Service on furlough are now consulted by the India Office in the selection of candidates, and this practice should be scrupulously maintained as long as the system of recruitment by nomination is followed. As far as possible a representative of the Province recruiting, authorised by the Local Government through the Director of Public Instruction of that Province, should be consulted, and in the case of a college recruiting, it is very desirable that a representative of that college, authorised by the Principal, should be upon the Selection Board for the occasion. The concurrence of the Director of Public Instruction and the Principal of the college should have great weight. Wider advertisement might possibly attract more candidates, but whilst the radical defect, pointed out above remains, recruitment to the Indian Educational Service cannot be satisfactory.

That any other method than that of nomination should be followed, whilst the conditions of the service remain as at present, would, in my opinion, be most undesirable. With open competition for ill-paid posts, most undesirable candidates might be successful. Further, no system of competitive examination for the recruitment of specialists, such as Professors of Zoology, Botany, Geology, Medicine, and Engineering, and possibly Chemistry and Physics, could in any circumstances work. Candidates already distinguished would not submit to an examination, but would point to their existing records. Yet I am not at all convinced that, if a real improvement of the conditions of the service were granted, the bulk of the service might not advantageously be recruited by examination. I am not at all convinced that a scholarly member of the

Indian Civil Service (a service recruited by competitive examination) would not make an unexceptionable Professor of History, or of Political Economy, or even of Philosophy, in India; and such a person, being in close touch with the country, might even help us to a rational system of teaching English literature. It appears to me that, granting better conditions of service, it might possibly be desirable to recruit the bulk of the service by competitive examination; and the specialists, at possibly a higher initial salary, by nomination. In a service paid on a time-scale, this differentiation would involve no genuine hardship through supersession.

To such a scheme, however, it would be essential that an educational career under the Government of India was, as regards pay or work or position, or all these combined, as attractive as the Indian Civil Service. Otherwise obviously the Indian Civil Service would get all the good recruits from among the graduates of our Home Universities, through the competitive examination, and the Indian Educational Service by the same process only what was left over, a state of affairs which would be not at all an improvement on the present. If the Educational Service were paid Rs. 500 as starting pay, rising by annual increments of Rs. 50 to Rs. 1,500 after 20 years, with the possibility of selection for personal allowances, raising the total pay to Rs. 1,750, or in a few cases to Rs. 2,000, and with chances of the highest promotion, and if, further, an adequate Provident Fund were started, the Educational Branch of the Public Service in India would be, to a studious type of man, as attractive as the Indian Civil Service. In such a case good men would be forthcoming in plenty, and the question would be whether the present system of nomination would exclude the less worthy candidates, or this could best be guaranteed by a competitive examination as for the Indian Civil Service. I am myself inclined to the amalgamation of the two services, except so far as the specialists are concerned—whether the system of competitive examination, or of nomination, or a scheme combining both, be adopted as the means of recruitment for them. Should the age of entrance to the Indian Civil Service be reduced below that of graduation the amalgamation would not be possible, as all recruits to the Indian Educational Service must necessarily be University graduates.

(*b*) *Provincial Educational Service.*—The Provincial Educational Service is at present recruited by nomination. It suffers in exactly the same way as the Indian Educational Service, from disrepute arising from unattractive conditions of service. The members of the Provincial Educational Service very generally demand to be put upon the same footing as to pay and conditions as the Executive Branch of the Provincial Service. If men of equal ability are to be recruited for the Provincial Educational Service this concession must be granted. The starting pay should be the same in both branches, *viz.*, Rs. 250. A time-scale of increments should be adopted, and members of the Provincial Educational Service should rise by increments of Rs. 50 to Rs. 500. If the increments were given triennially, so that Provincial Educational Service officers rose to the latter sum after 15 years, I think that satisfaction would be ensured. Thereafter, or even before that point, it should be open to really distinguished members of the Provincial Educational Service to be promoted to the Indian Educational Service at Rs. 500, and there should be no distinction between members of the Indian Educational Service whether those recruited by promotion for distinguished ability and those recruited direct by the Secretary of State. Some 20 per cent. of the posts in the Indian Educational Service should be reserved for such promotions. For those senior members of the Provincial Educational Service who, owing to want of vacancies or for any other reasons, did not secure admission to the Indian Educational Service, there should be reserved a limited number of personal allowances of Rs. 100, Rs. 200 and Rs. 300 per mensem. Similarly, a proportion of the posts in the Provincial Educational Service should be reserved for promotions from the Subordinate Educational Service, but such promotions should be limited, strictly to graduates. Only by a free flow of promotion for the deserving, in all ranks, can the half-awake spirit which is the bane of education be removed. A career open to talent is essential, and every recruit in the army of educationalists should feel that the highest places are open to him if only he has sufficient genius, vigour and good fortune. Granting this, the difficulty will only be to select from among well qualified candidates, not how to snare the better into entering.

I have written at length on this point of recruitment because it appears to me to be the most important of the headings suggested for discussion. Teaching is largely a matter of personality. No system will make a good teacher out of an inferior personality. To recruit well is of more importance than any system of education; and important as the latter may be, it is mere formalism and empty show failing to touch or to develop the spirit of a people unless the individuality of the average teacher is sound. The habitual recruitment of anything lower than this is worse than useless; it is a disaster to the youth of the country.

83,197. **(II.) System of training and probation.**—(*a*) *Training.*—So far as the specialists mentioned above are concerned, no further training can be required. The bulk of the officers of the service, however, whether recruited by nomination as at present or by competitive examination, should ordinarily undergo a year's training in a Training College in Europe, either immediately after or before appointment. Acquaintance with the theory and history of education, and with some of the different methods of its practice, should have nothing but a good and liberalising effect on the mind of the educationalist, whether he becomes an Inspector or a Professor.

Insufficient stress is generally, it would appear, at present laid upon the learning of vernaculars in India. With the exception of the specialists, whose work being scientific is largely conducted by the aid of technical terms, which often cannot be translated or, if so translated, are not rendered any clearer by the process but often the reverse, every educational officer should be past master of at least one Indian vernacular, to bring him into close touch with the country in which he works, the life, thought, beliefs and aspirations of the people whose children he is helping to bring up. The present system or want of system—which gives to a newly recruited officer the full duties of his post from the outset and calls on him to teach in college or school, or to inspect the work of teachers, in complete ignorance of the country and its languages—is plainly unconsidered. No system could be better for the purpose of forming in officers the habit of superficial, half-hearted and ill-comprehended work. The people and the country are new to the recruit; the work is necessarily imperfectly understood by him, and to require of him the immediate performance of official duties, in addition to the labour of learning a new language, is excessive. In the case of science Lecturers and Professors the burden of preparing for a vernacular examination is very serious and much resented, for the change of scene and work alone is sufficient to throw the specialist back seriously in the struggle to keep in the van of knowledge, and the addition of a language examination is often disheartening and even deadening in its effect upon scientific professors. Specialists should, I think, be exempted from language examinations; but all other educational officers should be required to become highly proficient in at least one vernacular. Both Inspectors and Professors should be able to teach when necessary in the vernacular. To the acquisition of this mastery, and to the study of the country, its conditions and history, the first year of the officer in India could be devoted with advantage to the State. I suggest that he should be attached for six months to a Senior Inspector, and, if possible, for a further six months to a Collector. His regular duties should commence thereafter, and he should be required to pass before promotion a Departmental Examination in the vernacular. This measure would involve the increase of the cadre. The plan adopted in some provinces, of putting a newcomer in as Headmaster of a school, to be trained there for a couple of years before becoming an Inspector, appears totally to neglect the interests of the schools; as soon as the officer has be-

come useful as a Headmaster he is taken away to become something else—an Inspector.

(*b*) *Probation.*—So long as the system of appointment by nomination continues in force in the Indian Educational Service, the probation should be serious. Unsuitable selections should be returned at the end of the first year or the second. The reports of the Senior Inspector and, when available of the Collector, and in the case of probationary Professors, of the Principal of the College, if unfavourable, should be very carefully weighed, and when unanimous should be final.

(*c*) *Provincial Educational Service.*—I am inclined to think that it would be a good thing if Provincial Educational Service Professors were required, before or after appointment, to undergo a course of higher training at the Provincial Training College. This course would liberalise the Training College and might impart a good deal of useful practical information to the Professors.

83,198. **(III.) Conditions of service.**—(*a*) I have indicated above that I am inclined to think that the Indian Educational Service, apart from the specialists, such as Professors of Zoology, Botany, Medicine, Engineering, etc., engaged on special terms, should be amalgamated with the Indian Civil Service, provided that the latter continues to be recruited almost exclusively from University graduates. This is not essential to the suggestions here offered, and if this proposal is rejected the remaining suggestions may still stand; but I consider that amalgamation would remove many administrative difficulties. The following reasons may be offered:—

(*i*) Education is of such vital importance to the country and so closely affects all questions of administration, that any dissension between the Educational and Civil Services is nothing less than disastrous. Unity of purpose and ideals in the two services is necessary if education is to be properly and wholeheartedly conducted in this country. Under the present scheme such dissension is frequent and would appear to be the natural outcome of the insufficient pay and prospects of the Indian Educational Service. This friction should be removed as soon as possible. The amalgamation of the two services would secure the necessary unity of purpose. It is true that the greater number of educationalists in Indian schools and colleges would remain outside the service, and this is in itself desirable as it is not proposed that Government should monopolise the control of education; but the example of thorough competence, which a highly paid Government Educational Service should set, must act as a very powerful influence on all.

(*ii*) Moreover, it is very necessary to bring educationists into close touch with the country. Anything like isolation, or the sense that a college, or educational division, is a backwater, is disastrous and must lead to the stagnation of the educationist, whilst India is stirring on all sides. Such subjects as Economics and History must be studied and taught in close relationship to the actual administration and conditions of the country. The same holds good of such a subject as Philosophy, which should be studied and taught in its relationship to the East, and not exclusively, as too often is the case, in its Western aspects. What is necessary is to take the teacher out of his isolation and place him in a service which is in touch with the feelings, thought, and needs of India; and Inspectors of Schools, obviously, should be brought into the closest touch with the administration of the country and should not degenerate into mere supervisors of technicalities.

(*b*) An essential condition to efficiency, in my opinion, is the establishment of an adequate contributory Widows and Orphans Pension Fund, guaranteed by Government and compulsory for all new members. No Indian Educational Service officer at present, unless he is the fortunate possessor of private means, can make anything like adequate provision for his widow and children in case of his early death. At the same time the best officers are almost certainly those whose sense of duty to their families is greatest. These are weighed down by a burden of anxiety which is only too reasonable and is most detrimental to their efficiency. Good teaching or whole-hearted work of any kind does not emanate from a man oppressed by family anxieties, and if the Educational Service does not produce good teaching it may well be asked what is the justification of its existence. A member recruited from the professional classes of Great Britain cannot be expected to be satisfied with a less provision for his survivors than £100 a year each for his widow and daughters and £100 each for sons up to the age of about 23 years. A provision of this nature for four survivors, amounting to £400 a year, is utterly out of the range of a member of the Indian Education Service on the present scale of pay; nor can it be easy for a member of any Indian service to save enough capital to produce such an annual income, whether in interest or in annuities; whilst mere annuities, unguaranteed by Government, cannot be really satisfactory. It is scarcely possible to raise the pay of the Indian Educational Service to a height which would secure to the average member the possibility of insurances sufficiently large to guarantee so considerable an amount of capital. The only satisfactory way is to open a contributory fund guaranteed by Government. The average member of the Indian Educational Service fortunately survives till after the end of his service in India, and the contributions should go a long way towards meeting the expense; but what is necessary is to relieve him of the heavy and disheartening burden of anxiety under which a reasonable man with a sense of duty, without which he is useless to the State, must labour *until* he has provided for the education of his children, a chance for his sons, and an easier lot than that of penury or dependence for his widow and his daughters. Until that provision is made it is natural that every man possessed of any gifts should devote them rather to making an extra income towards meeting such eventualities than to the whole-hearted performance of the duties of his post under Government. Government should recognise this and either make the necessary provision, or pay enough to enable officers to make the same; or else recruit only celibates, or men of means. It is true that men may be recruited under the present, and indeed under almost any conditions. It is also true that they will serve badly under any but good conditions. I have heard it argued that it is a simple matter of bargaining in the market, and of the Government getting men at the cheapest rate it can. This seems to me a curious way of providing instructors for the future members of Council, High Court Judges, lawyers, politicians, journalists and voters of India or teachers for the youth of any nation—men whose influence for good and evil is practically unlimited.

(*c*) The question of the division of the services into Professorial and Inspecting branches arises. I am opposed to absolutely hard-and-fast lines of division. In this connection the following points may be considered:—

(i) A Principal's work may be largely nullified in a college by want of support from senior members of the staff. Government, if satisfied that proper support is not given, should be able to cope with the situation by means of transfers, if these can be made without injury to other branches of the public service.

(ii) A course of inspecting work is of the highest value as training to an officer who is likely to become Principal of a college; and on the other hand a Professor may sometimes bring new and fresher ideas into the routine work of an Inspector's office.

(iii) Similarly, an Inspector of scholarly tastes may become for various reasons, including ill-health, more suited to a Professorship than for touring work; and I have known more than one instance when an Inspector of Schools was plainly the most suitable person to be appointed Principal of a Government college.

(iv) Again, the system of recruiting Inspectors exclusively from Indian Educational Service Headmasters bears sometimes very hardly on schools. Too often at present after a couple of years, when the Headmaster has just begun to understand his work and to become really valuable and appreciated, he is snatched away to begin again as an Inspector.

No unnecessary barriers therefore should be created. They are apt to induce isolation, cranks and stagnation. Ordinarily there should be separation of the two branches. The administrative officer has rarely

time to be learned, and the Professor, who has succeeded in attaining to learning, is rarely a skilled administrator and is often quite innocent of the technical side of an Inspector's work.

(*d*) In each major province there seems to be a need for two Assistant Directors of Public Instruction. It is bad economy to overwhelm the head of the Department with mere office work, which could be adequately conducted by less experienced officers. He should be employed in encouraging and extending education in his province, not in struggling with unduly heavy office work. To the first assistant should probably fall the Financial Department of the office, that is, charge of all reforms involving additional cost; and the other would consequently be in charge of the general work of the Director of Public Instruction's office. Without full assistance the Director of Public Instruction must be immersed in office work and so lose touch with the actual education of his Province. These officers should each receive a special allowance of Rs. 200 per month, partly to meet the additional expense of living at headquarters and partly as recognition of the importance of the laborious and exacting clerical work in which they are immersed.

(*e*) The Vice-Chancellor of the Provincial University should be a paid officer of the University. If it is desired to retain an Honorary Vice-Chancellorship, then a paid Rector or Principal of the University should be appointed to take the burden of the routine work off the Vice-Chancellor's shoulders. The position and pay of the paid Vice-Chancellor, Rector, or Principal of the University should approximate that of the Director of Public Instruction. He should be selected from among the staffs of all affiliated colleges, irrespective of whether these are Government institutions or not, and (if he happens to be a Government servant) of the particular branch of Government service to which he may belong. Suitability to the post should be the sole consideration in his selection. It may be assumed, however, that a well recruited Indian Educational Service would contribute a large proportion of the persons selected for this distinguished office. This possibility would very favourably affect recruitment to the Indian Educational Service as well as to aided colleges. The Registrar of the University should stand in the same relation to the Vice-Chancellor as the Assistant Directors of Public Instruction to the Director. He should be a whole-time officer and a member of the Indian Educational Service and should receive a special allowance of Rs. 200 per mensem in addition to the ordinary pay of his standing.

83,199. **(IV.) Conditions of salary.**—These have been suggested above. Members of the Indian Educational Service should rise by annual increments of Rs. 50 from Rs. 500 to Rs. 1,500 in 20 years, with chances of a limited number of personal allowances of Rs. 250 and a still more limited number of allowances of Rs. 500. If the salary of the Head of a Department indicates the importance which Government attach to the work done, it is evident that the salary of a Director of Public Instruction should not be less than that of other Heads of Government Departments. As regards exchange compensation allowance all services recruited in Great Britain and Ireland should be on an equal footing. Any differentiation in this matter would be invidious. The recruitment of highly qualified women to advance the cause of female education in India is of great importance, and I suggest that they should be given a fixed proportion of the salaries paid to men of the same grade, say two-thirds, so that they may benefit by any advantage secured by the ordinary officers of the Department.

83,200. **(V.) Conditions of leave.**—It appears to me that there is no justification for differentiating in the matter of leave between the Indian Educational Service and the Indian Civil Service except the existence of a sufficient college vacation for Professors. The college vacation should be sufficiently long to enable a Professor to undertake some useful professional study in Europe. The present vacation suffices for little more than a scramble Home and back again, and is almost necessarily, so far as leave in Europe is concerned, a pure waste of time professionally. A four months' summer vacation is desirable from this point of view. Educational officers not entitled to a vacation should be on the same leave footing as the Indian Civil Service. Those enjoying a vacation should be entitled to less leave than others, not to less pay when on leave. At the present rate of furlough pay few officers can afford to take their full furlough. Inspectors should be allowed to spend the school holidays at the summer headquarters of Government. One year's leave should be due after four years' service.

83,201. **(VI.) Conditions of pension.**—(*a*) The ordinary pension should be £500 a year. The original pension was Rs. 5,000 at 2 shillings to the rupee. Living in England is not cheaper but dearer than formerly. The Indian Educational Service should be required, as are the members of the Indian Civil Service, to contribute towards a Provident Fund which should secure those who have served their full term an additional pension of at least £250.

(*b*) Officers should be permitted to retire on full pension after 25 years' service, including three years' furlough.

(*c*) Officers should have the option of retiring after 20 years' service on a proportionate pension.

83,202. **(VII.) Such limitation as may exist in the employment of non-Europeans and the working of the existing system of division of service into Imperial and Provincial.**—As stated above, I feel, and feel strongly, that openings should be made for Indians in the Educational Service and that they should be able to obtain promotion to the Indian Educational Service. Moreover, when once promoted thereto they should enjoy the full privileges of the position. It has been suggested that officers so promoted should receive two-thirds of the pay of Europeans, on the score that their expenses are less. It may be pointed out, however, that their promotion, except in the cases of unusually brilliant and fortunate men, will come later than is usual with members of the Indian Educational Service appointed by the Secretary of State in England. That they should then be docked of one-third of the pay of the post seems to me quite unadvisable. All persons admitted to the Indian Educational Service should be on an identical footing. So long as our Indian education is to preserve its western character it seems necessary to limit the number of posts open to Provincial Educational Service officers on promotion, and the number may safely be fixed at 20 per cent. of the Imperial cadre. As regards the officers appointed direct in England, the Secretary of State will doubtless retain his discretionary powers, and will also no doubt maintain the predominantly western character of Indian education.

The distinction between the Imperial and Provincial Services is a convenient one, and when it is fully recognised that Indians are eligible for promotion to the former the fanciful objection to the word "provincial" as in some way derogatory will doubtless vanish.

83,203. **(VIII.) Relation of the service with the Indian Civil Service and other services.**—Any friction, or opposition of interests and ideals, between the Indian Educational Service and Indian Civil Service must be disastrous to the country. I have suggested above that, except in the case of experts, such as Professors of Zoology, Botany, Medicine and Engineering, the two services should be amalgamated —it being an understood thing that nothing should preclude a specialist from any promotion for which he proved to be fitted. This would secure unity of interest and purpose and would put an end to the present deplorable bickering as to which service is entitled to the educational plums. If the Educational Service is to be worthily recruited, and if those recruited to it are not to decline into a state of semi-animation, it must be generally felt that all posts up to the highest in the educational world in India are open to all who enter, provided that they have the necessary vigour and good fortune. With the amalgamation of the services this would follow without further dispute. If the amalgamation is not considered feasible or advisable, it may be impossible to allot definitely the highest posts to members of the Indian Educational Service, and the State cer-

tainly cannot afford that they should be assigned to any but fit persons, whencesoever recruited; but the recruitment and spirit of the service must necessarily be unfortunately affected with any curtailment of the natural ambitions of those to whom the education of the country has been committed. In any case it seems clear that education is becoming so important in India that it should shortly constitute a separate Department both in the Government of India and in Provincial Governments, dissociated from any other so-called "allied" subject whatsoever, and should be entrusted only to a senior officer who has obtained intimate knowledge of the subject before his appointment to the charge of it.

Mr. J. G. JENNINGS called and examined.

83,204. (*Chairman.*) The witness stated he was Officiating Director of Public Instruction for Bihar and Orissa, and until lately was principal of the Muir Central College, Allahabad. He had been in the service for more than twenty-one years, and before entering had had no educational experience.

83,205. The witness laid stress on the importance of having substantial changes and improvements in prospects of the Educational Service with a view to improving recruitment. Under present conditions there were grave dangers, at any rate in the future, of not obtaining men as good as were needed. He desired to see the Indian Educational Service linked up with the Indian Civil Service, and the Provincial Education Service with the Provincial Civil Service, believing that by that means a higher standard would be attained in the future. If that were done the officer who elected for the Educational branch should ordinarily receive some training before coming out to India. Notwithstanding the few prizes attached to the Educational Service as compared with those attached to the Indian Civil Service, he thought a fair proportion of the best of the successful men in the examination would elect for the Educational Service if the conditions suggested in his written statement were adopted. The service should be made sufficiently attractive to obtain good men, and if the pay began at Rs. 500 and ran up to Rs. 1,500, with certain allowances, this would suffice. Although the Educational Service would even then be behind the Civil Service in emoluments the best men would come into it quite freely, feeling that they had an interesting career in front of them.

83,206. The witness was not convinced that mere selection was the best way of recruiting the ordinary members of the service. He would like to try the Civil Service examination. If the service were on a proper footing it might be recruited quite well by examination, but the best method of recruitment at present was by selection. If it was decided that recruitment to the Indian Civil Service should be at an earlier age than at present this part of his proposal would fall to the ground.

83,207. The witness then explained that there were men in the Provincial Service who ought to be promoted to the Indian Service. The posts, which some members of the Provincial Service filled, and the work they were doing, were similar to that of the officers in the Indian Educational Service. All posts which were equal in point of work should be in the same service.

83,208. The staff in Bihar and Orissa needed to be increased considerably in both branches. At present there was not a sufficient reserve for leave or training.

83,209. The witness was in favour of promoting Indians from the Provincial Service into the Indian Educational Service, but would not make this the sole form of recruitment for Indians; he would have the Secretary of State retain his present power of appointing direct and also give Local Governments power to recommend distinguished candidates. If the Secretary of State approved, they might be direct recruitment to the higher service of Indians who had had an exclusively Indian education. He did not consider it essential in all cases that an Indian should have a European training before entering one of the higher posts. There were men in the Provincial Service without European experience who were worthy of a position in the Indian Educational Service. It would no doubt be a great advantage if they were given European experience later. Of the two methods, direct recruitment of carefully selected European and Indian graduates, or promotion after a number of years from the Provincial Service, he attached more weight to the former, but thought the second would become increasingly important. Men of first rate ability would be obtained in greater numbers in the Provincial Service if an opening were given them to enter the higher service later.

83,210. The witness did not think the standard of education for graduate Deputy Inspectors required to be raised, but wished to see them in Provincial Service.

83,211. With regard to the Inspectorate, the witness said he did not mean in his written statement that a headmaster should not be promoted to be an Inspector in due course, but it was detrimental to a school to transfer a headmaster just after he had learned his work. He would like to see a headmaster retain his position for five or six years at least. The post of a senior headmaster should be regarded as equal to that of an Inspector. He wished to see the status of the Indian Educational Service headmaster made as high as possible, quite as high as that of an Inspector, although he would be subject to inspection.

83,212. The witness said that to appoint a paid Vice-Chancellor or Rector would not only be an advantage to the service, but would meet a great need on the part of the University. He did not think there would be a tendency to make the appointment only from Government Colleges. There were already two cases of Vice-Chancellors of Universities having been principals of aided colleges. He thought it would be wrong that the Vice-Chancellor should be taken only from the Indian Educational Service.

83,213. With reference to his proposal for two Assistant Directors of Public Instruction, the witness said one would be in charge of the Financial Department and deal with all reforms involving expense, while the other would be in charge of the General Department and act as Registrar of certain examinations and Secretary to the Provincial Text-book Committee. The work of considering reforms which involved expense was very heavy, and to be well done required a special assistant. At present the Assistant Director did this work and also the general work, so that his task was very laborious. The proposal would lead to efficiency and concentration of the various matters in the Director's office and would guarantee a full consideration of every measure.

83,214. An officer should have the option of retiring after twenty-years' service, partly because that option was exercised in some of the other services and partly because there were cases of men who had retired at the ages of fifty-five on less than a full pension, and there were men who would have to do so in the future. Assuming that that hardship could be remedied by other means, he admitted that twenty years' service was rather a short period. The proposal, however, would be attractive and assist in securing the very best men.

83,215. The General Provident Fund was very inadequate, as the officer only received 4 per cent. interest on his deposits and he could obtain that from a Bank. After many years' service he could only receive a small sum ,which would not provide either for a sufficient addition to his pension in his old age or for his widow or orphans. He wished to see a widows' and orphans' pension fund put on exactly the same footing as the Civil Service Fund. His real object was to secure the welfare of widows and children. If a State subsidy was given to the Civil Service Fund he thought it should be given to the Educational Service Fund also.

83,216. The witness did not agree with paying an Indian on a lower scale than a European in the same service, as all members doing the same work should have the same pay, privileges, and prospects. If the pay was made similar, but Europeans were given a

foreign allowance, objections would still be raised, although there might not be the same ground for them.

83,217. (*Sir Murray Hammick.*) The witness said his proposal was that professors and headmasters and Inspectors should all draw the same salary during their twenty years' service, but the pay of such professors as were specialists recruited later in life should be settled in each case as the vacancy arose. The incremental salary should apply to masters of schools in the Indian Educational Service so that there would be no difficulty whatever in keeping the master in the school or appointing him to an Inspectorship.

83,218. He proposed that roughly 20 per cent. of the Indian Educational Service should be Indians recruited by promotion from the Provincial Service, and that the Secretary of State should admit as many more Indians as he thought fit. In some cases the Provincial men would be promoted after a number of years in the Provincial Service, and ordinarily the promotion would go to senior men; but very brilliant men might be promoted as soon as their value was proved. They should all start then on the same pay, Rs. 500, but if a man had passed the Rs. 500 in the Provincial Service he should start his increments at the pay which he was receiving in the Provincial Service. Men promoted in that way from the Provincial Service would be of proved quality, whereas direct recruitment was always something of a lottery. Ordinarily a lecturer would be promoted to be first professor. He would have no direct recruitment at all in India for the Indian Educational Service. The Local Government, through the Government of India, could advise the Secretary of State in the case of appointments from India.

83,219. It would be a great advantage for the men to go to England for training but he would not make that absolutely imperative. He knew of one officer who thoroughly deserved promotion, but who would probably refuse it if he were asked to go to England.

83,220. (*Chairman.*) The witness thought both direct recruitment and promotion from the Provincial Service were very important; but of the two, direct recruitment, as it would be responsible for 80 per cent. of the appointments, would naturally be considered the more important. Twenty per cent. would be Indians and 80 per cent. would be both Europeans and Indians.

83,221. (*Sir Valentine Chirol.*) The witness said the European professor in most cases took a personal interest in the welfare of his students, and it was quite possible for a very close sympathy to exist between the European professor and the Indian student. Of course certain professors of a very special turn of mind were not able to pay much attention to individual students outside the class-room because a man who was engaged in research work had no time to visit hostels or play games. His main object in proposing that there should be the same recruitment for members of the Indian Civil Service and of the Educational Service was to bring the two services into closer relation and establish a link of common interest and goodwill between them.

83,222. (*Mr. Abdur Rahim.*) The witness said his idea with regard to the Vice-Chancellor was to take him from one of the colleges. He would cease for the time to be principal or professor. He might hold the Vice-Chancellorship for five years and then go back to his college.

83,223. The witness considered the academic distinctions of members of the Educational Service compared very favourably with those of men in the Civil Service. By amalgamation generally speaking, the academic distinctions would be no greater than they were at the present time.

83,224. On the question of professors being interested in their students outside the classrooms, the witness said that in Bihar professors had the very great advantage of residential quarters in the college grounds, and he thought that should be encouraged. Some members of the Indian staff also had quarters.

83,225. (*Mr. Madge.*) With reference to the suggestion in the written statement that an officer in India should be attached for six months to a senior Inspector, and if possible for a further six months to a Collector, the witness said that such procedure would give a man experience of the nature of his work, and some practical knowledge of the country and of the spirit of the administration. It would be an advantage if an officer underwent a year's training in a college in England before coming out to India. A large proportion of the present officers had received some sort of training either in a college or as tutors.

83,226. Ordinarily, promotion to administrative posts should be from the administrative side, but exceptions might be made and a man might be promoted from the teaching or professorial branch.

83,227. (*Mr. Macdonald.*) The witness recommended that the title of "professor" should be used more sparingly. A large number of men in the Indian Educational Service would prefer to be called lecturers or tutors. At present the title of "professor" was a most confusing one, and no doubt a part of the difficulty in connection with the Provincial Service really arose from its being too freely used.

83,228. A Government service of teachers was highly desirable, if not necessary, especially in connection with elementary education, but he agreed that only a proportion of the high schools needed to be staffed by Government servants. He thought headmasters of Government high schools might occasionally be lent to the non-Government schools. It was not his view that the whole of Indian college education should be provided by a Government staff; at present in the United Provinces a large proportion of the professors were not Government servants. He did not think there would be any advantage in destroying the Government service which now existed.

83,229. It would be unwise to abolish the Government service so far as certain colleges were concerned. He did not think that other colleges had a stronger staff on the whole than Government colleges. Although the outside colleges had very able men, their average ability was not by any means higher than that of the men in the Government colleges.

83,230. (*Mr. Sly.*) The witness was opposed to any proposal which set forth that the existing Government colleges should be abolished as Government colleges, and converted into aided colleges. He thought it was necessary from every point of view that there should be a certain number of Government colleges. With regard to the question whether, assuming Government colleges were to remain, it would be advisable that the staff for the special posts should be recruited at different rates of pay according to the position or according to the qualifications of the candidate, or whether it was desirable that they should be put into a general service with general conditions of salary throughout their service, the witness said he thought both plans might be adopted. He considered that for the ordinary body of professors it was as well to have the Service conditions, but that occasionally for specialists it might be necessary to recruit on different terms. He meant by special posts, such appointments as a professorship of Zoology. It had been found very difficult to obtain professors for such a subject on the terms offered by the Government service. So long as any appointment in the college could be recruited on the ordinary terms of the department, he would not recommend that there should be a special appointment outside of it; he would prefer to recruit in the ordinary way.

83,231. He had heard that friction had occurred between the Educational Service and the Indian Civil Service, but he had had no experience of any friction himself. The nature of the friction was purely official, and he had heard that it was mainly between the head of the Educational Service and the Secretariat. There was no friction between the professorial staff and the Indian Civil Service.

83,232. With regard to the witness's pension scheme, his recommendation was for a pension of £500 a year to be given by Government, and that there should be a contribution by the Indian Educational Service officer sufficient to secure an additional £250 a year. He had not worked out at all what that contribution would have to amount to in order to produce £250 a year; he had merely gone by the analogy of the Civil Service. He desired a deduction from salary to a contributory scheme of pensions; another deduction for a scheme of widows' and orphans' pensions. The

existing deduction for the General Provident Fund might be continued. He did not care how many deductions there were so long as the widow and family were safeguarded. He agreed that if all those deductions were to be made, they would form a very large fraction of the salary of the educational officer, but the educational officer was accustomed to live on a very small salary. He contemplated that such deductions would amount to about 25 per cent. every month, but in spite of that he thought the officers of the Service would accept his scheme. One advantage of his proposal of a widows' and orphans' fund would be that it would be compulsory. At present such provision as was made was optional.

83,233. (*Mr. Fisher.*) It was true that the witness proposed a re-modelled Educational Service consisting partly of a graded service, and partly of certain specialists' posts, which would be outside the graded service. With regard to the character of those special posts, the ordinary college professor would not hold them. The professor of English Literature, for instance, need not hold a special appointment. If a very high specialist on the subject of English Literature was required, it might be necessary to tempt him with special terms. He thought certain Chairs might be designated as special Chairs, to be recruited for on special terms. It would be possible to draw up a list of Chairs which would fall under that category. Such specialists' Chairs would be open both to Indians and Englishmen, and with regard to adjusting their relative claims, he would propose that the Local Government should make recommendations to the Secretary of State, as regards possible Indian candidates, and then that the Secretary of State should equate their claims with those of possible English candidates. He did not see any difficulty in that scheme. He would prefer that to setting apart a certain quota of those special Chairs to be recruited in India, and a certain portion to be recruited in England. So far as University professors were concerned, the specialist Chairs should carry with them a fixed income, as in Oxford and Cambridge, but so far as specialists in college employment were concerned, such should not be the case; the college professor, whether a specialist or not, should have a graded post.

83,234. He was in favour of keeping a connection between the inspecting side of the service and the professorial side. His own experience was opposed to the argument which had been advanced in favour of the separation, namely, that the inspecting side was so much more attractive that professors were anxious to become Inspectors as soon as possible, and that the amount of energy devoted to the work of their Chairs was consequently less. He thought to a great number of men the professorial side was the more attractive. Te objected to the water-tight compartment system which prevented Government from moving men as occasion arose.

83,235. (*Mr. Gokhale.*) With regard to the proposal to bring out to India for educational purposes only men who had done either distinguished work in their own subjects, or had been especially successful in governing young men, the witness said he was of opinion that the Secretary of State should appoint as distinguished men as could be obtained, and also men who were likely to be useful administratively. He agreed that the Educational Service was one in which Indians and Europeans worked side by side, and that if Englishmen did not appear to special advantage it had a far-reaching effect. He thought the best men in their subjects should be brought out, and that if the salaries were attractive enough the Secretary of State would obtain such men. For the surplus posts of the service he considered the best products of the Indian Universities should be recruited.

83,236. (*Sir Theodore Morison.*) The witness thought that, with regard to intermediate teaching, the work done in the principal Government college in a province was equal to the school standard in England; the M.A. teaching was distinctly of a University standard; while the B.A. teaching except that of Honours classes was less certain, and represented inferior University or top school work.

83,237. If there was a very eminent historian who was prepared to lecture according to Oxford methods in the college at Patna, the witness said he would be inclined to entrust such a man with the M.A. work, for which his methods would be quite suitable. He would also entrust him with Honours work in the B.A. class, so far as there was such. Therefore he agreed that as things were at present, such an eminent specialist would be useful to the college only in the M.A. course or the B.A. Honours course; but if a number of colleges were situated in one city, things would wear a different complexion, and the authorities hoped to develop matters in that direction.

83,238. In the smaller Government colleges there would be no very marked place for a distinguished specialist, for instance, in history. He, therefore, agreed that the distinguished specialist would be useful only in a certain number of classes in one or two places, and not universally in all the Government colleges. For the other teaching work in the colleges, a person was required of the standard of a sixth form master who should be a distinguished Honours man if possible.

83,239. The duties which the witness thought remained to be done by the Rector, or the paid Vice-Chancellor, which were not at present ordinarily being done gratis, included presiding over a very large number of meetings, of which there might be more than one a week; the general control of the inspection of the colleges; and the control of the University examinations, or the admissions to the examinations; whilst he thought the Vice-Chancellor might be a very much more familiar figure in the colleges, and take a greater part in the students' life than was possible under the present *régime*.

83,240. The witness said it appeared to him that the students would be put to no disadvantage by a longer vacation. He had heard it said that students in India found it very difficult to read at home, but he thought if a student could not do so there was something wrong. He considered the students would gain so much from the benefits which a long vacation would give to professors, that it would quite compensate for any disadvantage which a long vacation might cause in other ways. The object he was seeking for might be obtained by not closing the college, but giving a certain number of the professors an extra month of two in alternate years, though that might disorganise the college system unless there were substitutes provided. It would mean a larger staff. With that proviso he would accept the suggestion.

83,241. (*Lord Ronaldshay.*) In the witness's old college the teaching staff consisted of about 29 or 30, of whom some 20 were called professors. Only a small proportion of that 20 occupied professor's Chairs. That small proportion would be doing work which a teaching University would perform in England, and the remainder—the bulk—would be doing work which a sixth form master would be undertaking in a Public school in England. If the Allahabad University became a teaching University, the University would undertake much of the work which was now done by a small number of specialist professors in college. In other words, the college would really come to represent more than anything else a Public school which prepared men for special teaching in the University afterwards; but he thought there would always be a difference between the College and the Public school on account of the age of the students. The students were not allowed to enter until they were 16, but the average age of students was considerably above that. Some of his students took their B.A. degree at 20, but the average age was 22. In taking their B.A. under the existing system, it included a certain amount of work which would be begun later by the Universities under a system of teaching Universities.

83,242. (*Mr. Madge.*) It was true he objected to water-tight compartments for Inspectors and professors, but he would like to have time for consideration before saying whether there should be a separate department for the inspection of European schools, as distinct from Indian colleges.

83,243. (*Mr. Biss.*) It might be possible to overcome the difficulties which students laboured under in the long vacation by keeping the colleges open for part, or the whole, of the vacation, and leaving a certain proportion of the tutors and lecturers to maintain discipline and to guide the students in their work, at the same time setting free the majority of the professors, but the witness said he had not given such a proposal any consideration.

83,244. With regard to his suggestion that the Vice-Chancellorship should be held by Principals of Colleges, it was his idea that there should be selection by Government and not a system of rotation. He would not confine the post to the principals of certain colleges only, but to the principals of colleges within the University.

83,245. The witness thought the present terms of service for Inspectresses in the Department might be considered insufficient. He thought a lower minimum might be given to Inspectresses, than that given to Inspectors, but he did not desire to oppose any proposal for improving their pay and status, as their work was so very important. He would consider Rs. 500 to Rs. 1,000 a suitable pay for women.

83,246. (*Mr. Gupta.*) The witness said he advocated recruitment for the Indian Educational Service partly by the Secretary of State, and partly by local authorities in India, but he quite agreed it would be a very great advantage in certain cases if the University authorities were consulted.

83,247. He also advocated a certain probationary period for Indian Educational Service as well as for Provincial Educational Service men, and suggested that such period might be spent in some training college. With regard to the question of whether there was any training college in Bihar where a prospective college professor could profitably spend his probationary period, the witness said he thought that in a University there should be a local training college to which a person intended for a professorship could be sent.

83,248. It had been his experience that a large proportion of college professors endeavoured to combine a certain amount of research work with their teaching, but that was not always the case. He agreed that from that point of view it would be an advantage for a professor in the Provincial Educational Service to spend some time in research work under the guidance of men like Dr. Young, instead of spending the probationary period in a training college, and he would welcome any such idea.

83,249. He would advocate that the minimum age limit for entrance to the Government Service should be increased from 25 to 27 or 28. He thought a Provincial Educational Service officer during his probationary period should receive full pay. So far as his experience went, he thought Rs. 250 was a sufficient commencing salary for a Provincial Educational Service officer, notwithstanding the fact that promotion was slow. He thought if the prospects of promotion were enhanced, such a salary would attract the best graduates.

83,250. He agreed that it might very well be an advantage to have an experienced Indian officer as one of the Assistants to the Director of Public Instruction. It did not matter whether such a man belonged to the Indian Educational Service or Provincial Educational Service, as long as he was efficient.

83,251. The Indian Educational Service and Provincial Educational Service were not regarded as being on the same footing. He thought there was justification in maintaining a separate Provincial Educational Service from that point of view, but that promotion from the Provincial Educational Service into the Indian Educational Service should be fairly assured to the best men. He would keep the Provincial Educational Service subordinate to the Indian Educational Service: it should be a grade of the Service, called, for the sake of convenience, the Provincial Educational Service.

(The witness withdrew.)

C. RUSSELL, ESQ., Professor of Political Philosophy and Political Economy, Patna College.

Written Statement relating to the Education Department, being supplementary to the Corporate Written Statement of the views of the Indian Educational Service, Bihar and Orissa, given in paragraphs* 83,125–33.

83,252. In the concluding paragraph (No. 83,133 (3)) of the Written Statement showing the views of members of the Indian Education Service in Bihar and Orissa, a reference is made to "the scandals which have occurred, chiefly in north-eastern India, with regard to the appointment of Directors of Public Instruction," and to "the proposal put forward by the Government of that province [Bengal] with regard to the appointment of a successor to Mr. Kuchler." At the time when the Memorandum was drafted, we considered the mere fact that the proposal in question had been made to be highly derogatory to the Indian Education Service; but in view of recent assurances given by the Secretary of State, and of known facts regarding the claims and qualifications of certain members of the Service, we did not believe it possible that the proposal would be accepted and carried out. As, however, effect has now been actually given to it by the appointment of Mr. Hornell, we consider that a new situation has arisen, and that the present position of the Service differs in essential respects from that which we then had in mind. We therefore ask for permission to submit this supplementary note, expressing our personal views as a postscript to the original Statement.

It has now been made clear by statements which are upon public record, that in the deliberate judgment of the Government of India (in which it appears that the Secretary of State concurs), there is not a single man among the 180 members of the Indian Education Service, who is well qualified to fill the post of Director of Public Instruction in Bengal. While appreciating the courteous intention of the Government of India's recent assurance that there has been "no reflection on the professional capacity of members of the Indian Education Service," and of the explanatory references which have been made to "the special circumstances of Bengal at this juncture," we find it impossible to conceal from ourselves that the action which it has been thought necessary to take does as a matter of fact (so far at least as the senior members of the Service are concerned) amount to a severe and comprehensive verdict of incompetence.

It is clear also that this action could not have been taken except most reluctantly and under the strongest pressure of necessity. For the evils which it involves are obvious; and have been fully recognised by the Government of India in the Resolution of the 4th September 1886, the principles of which were recently re-affirmed by the Secretary of State. "The selection," it is there written, "of other than Educational Officers for the highest administrative office in the Department, although necessary in the public interests when no duly qualified Educational Officer is available, must naturally cause discontent amongst officers who belong to the Education Department, and discontent must, as a rule, be followed by diminution of zeal, and consequently of efficiency. Further, such appointments must necessarily tend to lessen the attractiveness of the Educational Service, and thereby to lead to a deterioration in the class of candidates who offer themselves for employment in that Service. Fully recognising these facts, the Governor-General in Council is now desirous of taking all possible measures to improve the qualifications of Educational Officers for the post of Director of the Department, so as to avoid rendering necessary the appointment of outsiders."

The fact that it has been found necessary twice in the course of the last 7 years to appoint outsiders to the Bengal Directorship, and that an application for the services of an outsider has also been recently made by the Government of another Province, makes it evident that the measures hitherto taken to improve the qualifications of Educational Officers have failed most regrettably to achieve their object. The recognition of this failure has a two-fold bearing upon the questions on which we were asked to communicate our views to the Public Services Commission.

(1) It now appears that the modes of selection and appointment hitherto adopted, and the prospects

* This statement was signed by Messrs. C. Russell and V. H. Jackson.

held out to recruits, have proved altogether inadequate. They have failed, in a degree which we did not before recognise (and could hardly have been expected to recognise), to provide for the Service a supply of "duly qualified" men. It seems probable therefore that the method of recruitment which we before regarded as "generally satisfactory" ought to be altered and improved; and it seems certain that the attractiveness of the Service ought to be enhanced in a degree very much greater than we ventured to suggest. We therefore wish it to be understood that we now consider that the improvements proposed in the original Written Statement should be regarded as wholly insufficient to raise the quality of recruits to the Service in the measure which it now appears is in the public interest desirable. In view of the increasing importance of educational questions, and of the increase in the funds which are now being spent on education, it is a vital matter that the conditions of recruitment and service should be such as to secure a type of man upon whose competence no doubt or suspicion can be thrown.

(2) It has to be recognised however (though we are here upon somewhat delicate ground), that there may be some objection to offering to all the men already in the Service the same improved prospects which appear necessary in order to enlist recruits of a higher standard. It would be hardly fair, on the other hand, and would certainly be for many reasons inexpedient to create a distinction which would permanently and openly stigmatise the present members of the Service as belonging to a grade inferior to those subsequently recruited. Such a distinction would only serve to emphasize further the stigma which (it cannot be denied) already rests upon them, and would cause among them an amount of discontent which must, in the Government of India's words, "be followed by diminution of zeal, and consequently of efficiency."

A fully satisfactory solution of the difficulty which thus arises is not easy to find. It can, however, be solved at least in some measure by a proposal which we desire to press strongly upon the consideration of the Commission.

In order to make way for a better qualified type of educational officer, we submit that it is desirable from all standpoints that an opportunity of retirement with a pension calculated upon fairly liberal terms should be offered to members of the Service who are now of senior standing.

It may be assumed, perhaps, that a period of 10 years' service may be regarded as a necessary preliminary qualification for appointment as Director of Public Instruction. It is true that Mr. Hornell before his appointment had only served in India for about 6 years; but if his subsequent service in the Board of Education is also counted, he is now an officer of about 11 years' standing. Making this assumption, it is clear that every officer who has served for more than 10 years has by Mr. Hornell's appointment been implicitly declared to fall below the desired standard of competence. That this is the view taken (though not avowed) by Government appears to be the only possible deduction from the facts. In connection with the Bengal appointment it has not been considered worth while to select any one of them even for the probationary period of training which was contemplated in the following passage in the Resolution of September 1906: "The Secretary of State also considers it desirable that in order to provide a properly qualified successor in the event of a vacancy arising in the Directorship measures should be taken in good time to give the officer on whom the choice would most probably fall a wide experience of the working of the department in all its branches."

It can hardly be doubted, in view of the above considerations, that these officers must in future be a source of weakness rather than of strength to the Education Department. If in the course of more than 10 years' service not one of them has shown sufficient ability, or promise of ability, to justify Government in selecting him as even a probable candidate for the Bengal Directorship, it seems in the highest degree improbable that many of them will become adequately qualified for a similar appointment during the remainder of their service. It follows then that Government must for the next 15 or 20 years be faced with the standing alternative of either appointing ill-qualified men or arousing constant renewals of discontent by a series of supersessions.

It is evident then that if the public interest is to override (as it properly should) all individual claims, the prospects of the majority of these officers must be regarded as excluding any hope of reaching the highest positions on the administrative side of the Service.

We desire to point out further that if the Patna University is organised and staffed on lines similar to those which have been proposed for the Dacca University, the senior officers of the Indian Education Service will be under similar disabilities on the professorial side. It has been proposed to create a certain number of appointments on high salaries ("the average rate of emoluments being estimated at Rs. 1,800 a month") for "professors who have already made names for themselves in Europe." "It is highly desirable" according to the Dacca University Committee's Report, "*especially at the outset* that a limited number of professors of eminence should be appointed on special terms." It is not proposed to exclude from these appointments professors already serving in India; but, as far at least as this province is concerned, it is hardly possible that any of the professors now serving in it would be considered eligible for them. It is not only that an unfavourable climate and "the lack of an inspiring environment" have been against them. There have been other disqualifying circumstances for which they are themselves in no way responsible. Their energies have been constantly diverted on account of the needs of the Service into administrative or semi-administrative employments. On the science side, moreover, they have been handicapped by the total absence of any adequate scientific equipment. For these reasons it has been impossible for them to keep fully abreast of modern research. It is therefore practically certain that in all cases in which "special professors" are appointed, the senior professors now in the province will find themselves superseded, and placed under the control and direction of new men imported from outside. It is hardly to be expected that they will quietly acquiesce in this lowering of their position; nor that the change will take place without much friction and discontent.

We submit that officers placed in this position (whether on the administrative or the professorial side of the service) have some legitimate ground for complaint. When they were recruited 10 or more years ago, it was understood that they were selected as members of a *corps d'élite*, and that in the ordinary course of events the highest educational positions in India would be open to them. It cannot be said to be due to any fault of their own, that the road leading to these positions is now practically closed against them. We believe that there is no charge against them of culpable failure in their duties, or even of any lack of zeal or diligence. If they are now unfit for the advancement which it is natural for them to regard as their due, the responsibility for this (so far as it is not the inevitable result of their environment and conditions of work) must rest upon the authorities who originally selected them and who confirmed them after probation in the Service.

From the standpoint of these officers themselves we therefore submit that it is a matter of the barest justice that they should be allowed on equitable terms to sever their connection with a Service, to which it now appears that they ought never to have been appointed.

It is, however, from the standpoint of the public interest, and with reference to the necessity of maintaining efficiency in the public service, that the case in favour of our proposal is strongest. It is clearly inexpedient and most undesirable to retain in the Indian Education Service, against their will, a number of officers who (1) have already by implication been declared to be inadequately qualified, (2) are likely on account of the natural dissatisfaction which they feel to show themselves in the future less zealous and therefore less efficient officers than they have been in the past, and (3) are almost certain for the same reason to exercise

among the junior members of the Service a depressing rather than a stimulating influence.

The practical proposal which we now submit aims on the one hand at alleviating to some small extent the present grievances of the senior members of the Indian Education Service, and on the other at providing a remedy, in the interests of the public and of Government, for the extremely serious condition of affairs which now exists in connection with that Service.

Our proposal is embodied in the two following propositions. We suggest that they should be accepted by Government, and announced to members of the Service at as early a date as possible:—

(1) That within a period of 5 years it shall be open to any member of the Indian Education Service who has now served in the Department for more than 10 years to apply for permission to retire from the Service, and to draw such pension as he may be entitled to in accordance with the principle laid down in the proposition which follows.

(2) That in the absence of any special disqualifying circumstances, such permission will be granted, and the pension admissible will be calculated in accordance with Regulation 474 (*b*) of the Civil Service Regulations, with the special concession to these applicants that the whole amount of earned furlough may be counted as qualifying service.

MR. C. RUSSELL, called and examined.

83,253. (*Chairman.*) The witness said he was at present officiating Principal at Patna College. His permanent post was that of Professor of Economics. He had occupied his present position about three or four months, and he had 14 years' service.

83,254. He suggested that the post of Director of Public Instruction should definitely and unconditionally be reserved for members of the Indian Educational Service, on the ground that educational experience was an enormously important qualification. He also considered that the reservation of that post for the Indian Educational Service would be a very great additional attraction to recruits. He did not think it would be unduly checking the power of Government to lay down such an arbitrary rule. Even assuming that in the opinion of Government there was not, on any occasion, an officer with the necessary administrative capacity, he would still advocate selection from the Indian Educational Service. The opinion of Government might be mistaken, but assuming that it was correct, he thought this a smaller evil than those involved in permitting Government to appoint an outsider. Moreover, if Government were bound to appoint as Director of Public Instruction a member of the Indian Educational Service, they would take more care that only properly qualified recruits were selected to begin with. They would also see that members of the Service had opportunities of qualifying themselves for the post.

83,255. He agreed that in a great and increasing Department, like the Educational Service, there might be positions which could be filled with ability by officers who would not necessarily fill with equal advantage the post of Director of Public Instruction, but it would be an extraordinary thing if among 180 members of the Service there was not a single person who was better qualified to fill that post than an outsider. He was aware that in other State Departments Government retained discretionary power.

83,256. There were 18 professors in Patna College, of whom five were in the Indian Educational Service. There were three or four in the Subordinate Service, and the remainder were in the Provincial Service. The Chairs of the Indian Educational Service were the professorships of Physics, Chemistry, Economics and Mathematics, and then there was the Principalship. He considered it would be a very good thing if all the Chairs could be filled by men in the Indian Educational Service, but the work which was done in a Chair depended entirely on the value of the man who occupied the Chair. He did not think it could be said definitely that the Chair of History was not upon the same level as, for instance, the Chair of Economics. He was of opinion that the Chairs of Philosophy, History, and English, at present in the Provincial Educational Service, should be placed in the Indian Educational Service.

83,257. There were four assistant professors working under the professors. They were called junior professors. The work was arranged by the professor, in consultation with the junior professor. Junior professors had not the same qualifications, and presumably their work was not of equal value. In some cases it might be of the same or even greater value. As a rule the junior professor took the junior classes. He would not say that the work done by the assistant professor was definitely inferior to that done by the professor, but it required less special qualifications and in any reorganisation there should be some distinction between the two classes of posts.

83,258. He did not desire a separation of the professoriate from the Inspectorate. It was very important that educational policy should be dealt with as a whole, that it should be consistent, and that there should be complete harmony and co-ordination between work in the schools and work in the colleges. Again, the work of the colleges was to a great extent in continuation of the work of the schools, and to a certain extent overlapped it. He also thought it would weaken the Department if it were divided up. He thought it very important that the Education Department should be as independent as it could be, subject to reasonable control, and that it would hold a stronger position, and be more independent, if it were a single Department, than if half of it were merged into another Service. Apart from the idea of uniformity and co-ordination, it would not be in the interests of educational efficiency to have frequent interchange between the two branches. He would not, however, make any hard and fast rule. He thought it would be a very good thing if professors, when they came out, were given a certain amount of experience of school-work for a short time, in order that they might gain some experience of the teaching which their pupils had had before they came to the college.

83,259. At present professors in the witness's college enjoyed three months' leave, which was often taken advantage of, to go to Europe. He thought it desirable that greater facilities should be given for longer study-leave, but he had not very decided views on that point. If a vacation of four months were allowed, he did not think longer study-leave would be so necessary. Under the present rules there was very little incentive for an officer to take study-leave. He had first of all to engage in correspondence with the Government, and then perhaps he might be refused. Five or six years ago a circular had been issued, requiring that a detailed statement of the work to be done should be submitted a long time beforehand, and imposing very stringent conditions. As far as he knew there had been only one application for study leave since that circular; and that had been refused. He thought the conditions ought to be relaxed, or the emoluments whilst on leave increased. An officer, moreover, who was going to engage in research work, wanted a certain amount of latitude. If he was going to study something which at present he did not know anything about, it was difficult for him to lay down exactly what it was he proposed to learn. The witness quite agreed, however, that in the interests of the authorities, there must be some test of this sort. He did not think, if the vacation were extended to four months, that it would disorganise the work of the college. The system would remain exactly as it was at present, but the terms would have to be adjusted.

83,260. It would be advisable to give the Government power to dispense with the services of anyone after 15 years' service with a pension. On the other hand, a man should have the option of retiring after 15 years. He made this suggestion in the interests both of the members of the Service, and of the Government. If a man desired to retire at the end of 15 years, sacrificing all his subsequent prospects, he thought it was in the interests of Government that he should be allowed to do so, and that someone else should be obtained, who would take a greater interest in the work. He proposed that a pension of £400 a year should be given to a man if he retired after 15 years' service. If an officer were to join at 24, it would thus be optional for him to retire at 39 or 40

with £400 a year, but that would be in the interests of Government as it would facilitate recruitment. Of course if many members of the Service were likely to take advantage of such a scheme, he would hesitate to recommend it: he was, however, of opinion that a very small number indeed would wish to do so.

83,261. (*Lord Ronaldshay.*) The witness said that he would prefer to recruit Indians to the higher service by a system of promotion from the Provincial Service. He did not favour any method of direct recruitment in India. Such an arrangement would have the further advantage of making the Provincial Service more attractive. This was very necessary. He considered a first-rate man in that service ought to be able to rise to the same position as anybody else in the Educational Department. If the avenue were open from the Provincial Service to the Indian Educational Service, he thought those graduates of the Indian Universities who were studious in their tastes, would be content to enter by the door of the Provincial Service. He would contemplate promoting them as soon as they had proved their capacity.

83,262. He thought the general impression among members of the Provincial Educational Service that there was an absolute bar to their getting into the Indian Educational Service, was the cause of the present discontent.

83,263. Indian colleges under the existing system were doing work which was more of the character of the work of a Public School in England: that was to say, the qualifications of the students were more upon that level, and it was better for most of them to be taught in classes, than to be lectured to; but amongst the students there were a few who were capable of doing University work of the highest standard.

83,264. (*Sir Theodore Morison.*) The witness considered that for the bulk of the Indian Educational Service recruits were required who were capable of doing sixth form masters' work. Two-thirds of the work was of this character. The line of distinction between the Indian Educational Service officer and the officer of the Provincial Educational Service, who was doing higher class work in the colleges, was a fine one. Generally speaking, men who had obtained European qualifications were better than those who had not. If this differentiation were made, the Provincial Service would have to be confined to those Indians who had only an Indian qualification, and the Indian Educational Service to those who had some European degree. On the other hand, there were Indians who deserved to be in the Indian Educational Service who had not been to England, or obtained European qualification.

83,265. The work done in the Presidency College of Calcutta was of a higher level than that done, for instance, in the Patna College, in so far as the former obtained a larger proportion of students capable of a higher class of work.

83,266. (*Mr. Chaubal.*) The witness's object in making the recommendation that 10 per cent. of the Indian Educational Service should be reserved for members of the Provincial Service was to increase the attractions of the latter service. In his own college he would not transfer any of the existing five professorships, but would create one or two new professorships for the Provincial Education Service.

83,267. There were some colleges in India which were manned entirely by Indian professors. He had come across graduates from private colleges, and also graduates from Government colleges, but had never made any definite attempt to compare them. In his opinion, however, the products of Government colleges were superior to the products of the private colleges.

83,268. Higher pay and pension would enlarge the field of recruitment, as every additional attraction induced a certain number of persons to apply for posts, who would otherwise not have done so. It was a fact that the type of recruit had not improved since the last re-organisation of the Service; but that re-organisation had not been intended to improve the prospects of the Indian Educational Service, and had in fact been detrimental to them. The number of highly paid posts open to senior men had been reduced.

83,269. An Englishman deserved a higher pension than that which a man of his own status and position could obtain in England, because he had served in India and had had a harder time, but it was not so much a question of what he deserved as of what he could be got for.

83,270. (*Mr. Gokhale.*) The witness meant his figure of 10 per cent. of Indian Educational Service posts to be reserved for the Provincial Service to be a minimum. As regards direct recruitment to the Indian Educational Service, he would reserve that as far as possible for Europeans, but he would not debar Indians who had received good degrees in England, and he would not have any numerical limit for such. The Secretary of State should exercise his discretion. His belief was that the function of the Indian Educational Service was to introduce European learning and culture into India, and this was why he wished that in the main it should be recruited from Europeans. Of course, as time went on, a larger number of Indians would be thoroughly Europeanised in culture and qualified to help in the task, and, as this occurred, he would not object to their being employed. From an educational standpoint the important thing was to obtain the best qualified men, and for a great many years to come, Europeans, on the whole, were likely to provide a better field of selection. He could not say what European spirit was necessary in the teaching of mathematics, as he was not a mathematical expert, but he thought in regard to physics there was very little in the Indian training to help in the production of suitable professors. He admitted, however, that there were instances of Indians who were doing excellent work in that subject. Men were wanted who were thoroughly imbued with European ideas and European educational standards. He agreed that there were some such men in India, and those he would appoint even though they were not born Europeans.

83,271. (*Mr. Sly.*) The witness stated that the information supplied at the time of recruitment was misleading. For instance, when he came out he was given to understand that in the Indian Educational Service there were only a few Europeans, and that they had a controlling voice in matters of educational policy. He found, however, that that was very far from being the case. Again, there was a member of his staff who came out on the definite understanding that he would find a new and well-equipped laboratory waiting for him, and also a house in which to live. That gentleman came out three years ago, and at the present time had neither the house nor the laboratory. The conditions of service were published in a pamphlet, but it was not a very exhaustive statement, and was misleading. For instance, it was stated that the posts of Directors of Public Instruction were reserved for members of the Indian Educational Service, so long as there were officers sufficiently well qualified to fill them. He had been surprised to find that the qualifications actually required might include "cosmopolitan experience."

83,272. The witness then dealt with the question of salaries. The senior officer in Bihar and Orissa received Rs. 1,000 a month. The length of that gentleman's service was 14½ years, and he came out under the present conditions of service, and had everything that had been guaranteed to him when he was recruited. The second officer was drawing Rs. 1,000 *plus* Rs. 200 a month, and had served 13 years, and the third officer was drawing Rs. 750 and had served five years. An officer who had just retired after 28 years' service had been drawing Rs. 1,250. He did not complain that Government had not fulfilled their contract in each case; but considered that the terms offered were insufficient to secure the best recruits. He had compared the cadre of the Education Service with that of other services in his province. As far as he could ascertain, *e.g.*, there were 36 appointments in the Imperial branch of the Public Works Department. Of these, 18 or 50 per cent. were on salaries above Rs. 1,000. In the Indian Education Service the proportion was 14 or 15 per cent.

83,273. The witness then recommended that the maximum leave allowance should be increased from £800 to £1,000. He also proposed that an officer should contribute 4 per cent. of his pay towards his pension. He had not calculated what that 4 per cent. contribution would amount to. He merely fixed it at

4 per cent. because he wished, to a certain extent, to assimilate the conditions of the Educational Service with those of the Indian Civil Service. In his opinion, a contributory pension would be acceptable to the Service generally, but he had not taken the opinions of his colleagues on the subject.

83,274. (*Mr. Fisher.*) It was the witness's view that one of the reasons why the Educational Service was not so popular as it might be, was that the educational officer in India had to do a great deal of distasteful cramming work for examinations which were unintelligently conceived and planned. The remedy was the establishment of a teaching University for each Province, which would run its own examinations, and in which there would not be a common examination, or a common syllabus for a number of different institutions; but in which the students would be selected who were capable of University work and who would be taught by University teachers. Students below that standard would continue to do work more on the level of school work. He thought the affiliating Universities might be improved, but for a complete and satisfactory remedy he thought a higher type of University was required. He considered the affiliating Universities might be continued for the education of students of inferior capacity. He thought it very likely that the Educational Service in India had been prejudiced by the raising of the age for the Indian Civil examination, but he had very little knowledge on that subject.

83,275. (*Sir Valentine Chirol.*) The witness said he would like to have one of the higher class professors for every subject in his college. There was enough work in each of those subjects in his college to take up the whole time of a professor of this type. Under the existing system a first rate professor had to be employed for a proportion of his time on work which might be done by an inferior man. The remedy lay in having teaching Universities in places where the demand for higher class instruction existed.

83,276. (*Sir Murray Hammick.*) The witness thought that greater power should be vested in the principals and governing bodies of colleges. In 1904 he was for a short time Principal of the Dacca College and in 1906–08 he was officiating Principal of the Patna College. In those days he had practically a free hand. All important questions relating to the development of the college were referred to him as a matter of course. Occasionally, he had arguments on paper with the authorities, but he was never overruled without being given reasons for it. As compared with that in the last two or three years there had been several cases in which the work of the college authorities had been dictated to them and their views regarding it had been ignored. There had been proposals for the improvement of the college which had been decided practically without consulting the college authorities at all.

83,277. (*Mr. Biss.*) The witness did not consider it essential for a man to go to Europe so as properly to understand European history and literature, but he thought it was very much more difficult for a man who had not been to Europe to understand the subjects. With regard to science, the facilities for training in Europe were much better than those in India.

83,278. (*Mr. Gupta.*) The witness agreed that many of the Indian Educational Service and the Provincial Educational Service officers did exactly the same kind of work. Since 1896, in Bengal and Bihar there had not been, to the witness's knowledge, any case of the transfer of an Indian officer from the Provincial Educational Service to the Indian Educational Service. He was unable to explain why that was, except that he had heard it stated that the two Services were regarded as absolutely equal in position and standing except in the matter of emoluments.

83,279. In the witness's opinion the work done by English educationists had, on the average, been of a higher standard than the work done by members of the Provincial Educational Service.

83,280. Using the language of the London University Commission: "That the ideal of a college tutor ought not to be merely the promulgation of existing knowledge, but additions to knowledge," it was the witness's experience that the most successful of the Provincial Educational Service teachers had tried to work up to that ideal. He would be prepared to say that some of the local graduates or Provincial Educational Service officers were capable of doing the highest University work.

83,281. The witness considered that every professor in the Indian Educational Service should, as a matter of course, be on the Senate of the local University. Indeed, all Indian Educational Service men should be. It did not follow from this that he would keep Provincial Educational Service men off.

(The witness withdrew.)

JADUNATH SARKAR, ESQ., Professor of History, Patna College.

Written Statement relating to the Education Department.

83,282. **(I.) Methods of recruitment.**—For recruitment, both in India and in Europe, vacancies should be well advertised; and in the former case power of selection should be entrusted to the Governing bodies of Colleges, the D.P.I. retaining his veto.

Before selection, candidates should be personally interviewed and their strength of voice, clearness of pronunciation, and power of expressing ideas should be specially tested, as defect in any of these points impairs a professor's capacity to impress and manage large-sized classes.

In the case of graduates of exceptional eminence (such as Ph.D.'s or Premchand Roychand students) and also of ordinary M.A.'s who have acquired experience in teaching or research work, the limit of 25 years for appointment to Government Service should be exceeded.

Recruitment in England should be restricted to exceptional cases, *i.e.*, when no candidate of the qualification required is to be found in India.

83,283. **(II.) Training and probation.**—Before being confirmed on full pay, a newly appointed officer (unless he belongs to the class described in paragraph 4), should pass a probationary period of not more than one year on half-pay.

Officers who have undergone a full course in any Training College or who possess two years' experience in teaching, may start on full pay.

Before confirming an officer, his power of expressing ideas, capacity for managing young men, general alertness, tact and gentlemanliness should be considered as carefully as his intellectual eminence or moral character.

83,284. **(III.) Conditions of service.**—Whenever a bad report is received against any officer, he should be told of the nature of the charge and the facts on which it is based, and called upon to offer an explanation. This does not imply that Government is bound to enter into a prolonged controversy with him.

Before a gazetted officer is reduced in grade or dismissed, a departmental inquiry into the charge against him should be held by 2 or 3 officers, in his presence. The inquiry need not be formal like a judicial trial, and the defendant should not have the right to be represented by counsel where he does not possess that right under the present rules.

83,285. **(IV.) Conditions of salary.**—The Indian and Provincial Educational Services should be amalgamated into one undivided Service, with pay ranging from Rs. 250 to Rs. 1,200 a month.

For the first ten years after confirmation, the pay should be progressive, on a time scale, rising, by annual increments of Rs. 25, from Rs. 250 to Rs. 500 a month.

Above Rs. 500 there should be five grades with fixed salaries of Rs. 600, 750, 900, 1050 and 1200. Promotion to these grades should be by merit and not mere seniority.

Graduates of English Universities and such graduates of Indian Universities as have attained to unusual eminence by their scholarship or research,

may be initially appointed on Rs. 350. They would at the start supersede the older officers on less than Rs. 350, but would thereafter become a homogeneous part of the Service, with the same status and chances of promotion, pay and posting as all other officers drawing equal salaries with them.

Graduates of European Universities who are persons of British paternity and whose homes are in the British Isles, will get an extra over-sea allowance amounting to one-half of their grade pay, *i.e.*, the total remuneration of such British officers will be 50 per cent. more than that of the Indian members of their respective grades, but their status will be the same as that of the latter.

In the gradation-list the over-sea allowance should be shown in a separate column and not added to the substantive pay as entered in the pay column. Seniority should depend upon the amount of the substantive pay and not upon that of the total remuneration made up by adding the allowance to the substantive pay.

For the highest class of teaching, experts of proved capacity and a maturer age may be imported from Europe, or appointed in India if available, on a monthly salary not exceeding Rs. 2,000 and for a term of not more than five years at a time. They will stand outside the graded list and will not be entitled to pension. In the case of experts, there should be no over-sea allowance for the British members.

83,286. **(V.) Conditions of leave.**—The amount of furlough earned (including what is now called sick-leave) should be one-sixth of an officer's active service.

The necessary interval between two periods of furlough should be three years, and not eight as now.

The distinction between furlough on medical certificate and ordinary furlough should be abolished, and every officer entitled to take either description of furlough up to the maximum limit of one-sixth of his total active service, provided that (*a*) the furlough be due to him, (*b*) the furlough be taken for not more than 2 years at a time (except furlough preparatory to retirement), and (*c*) the exigencies of the public service allow it.

N.B.—Nothing suggested above should be taken to conflict with New Rules 320 (a), 321, 323 (a) and (b), and 324.

Study leave outside India, on quarter allowance, may be granted at the discretion of the Local Government to an educational officer of five years' standing, but without prejudice to his right to furlough under the other rules.

83,287. **(VI.) Conditions of pension.**—An officer will be entitled to full pension after 25 years of active service. The portion of furlough taken that counts as service for calculating pension should be the same for European and Indian officers alike.

83,288. **(VII.) Division of the service into Imperial and Provincial.**—The existing division of the Educational Service into Imperial and Provincial should be abolished, because

(*a*) This division needlessly throws a heavier burden on the Indian tax-payer, when an I.E.S. man does the same kind of teaching work as a P.E.S. man.

(*b*) There are cases which prove that I.E.S. men are usually more efficient than P.E.S. men in teaching, financial management, control of offices, and progressive spirit, nor do they exert greater influence on the lives and opinions of their pupils. The best Indian graduates who can be secured for the same pay as the average foreign graduates in the I.E.S., are superior to the latter in these respects.

(*c*) This division produces extreme soreness of feeling among the Provincials, and makes cordial relations and true co-operation between the members of a College staff impossible, as the Provincial officers feel that they are not the colleagues but the juniors and therefore subordinates of all the I. E. S. men, including the latest recruit.

(*d*) The political effect of maintaining a colour line in the Education Department is extremely harmful, as our young men are thereby inspired with a keen sense of enforced racial humiliation in spite of equality—and, in some cases, marked superiority,—of intellectual attainments and love of duty on the part of the P.E.S. men.

83,289. **(VIII.) The relations of the service with the Indian Civil Service and other services.**—The Educational Service should not be subordinated to, or even connected with the Indian Civil Service, because there is no natural affinity between the duties of the two Services, and also because open executive interference with the control of education has in every country produced an amount of public indignation which has more than neutralised the intended good effect of such interference.

MR. JADUNATH SARKAR called and examined.

83,290. (*Chairman.*) The witness came before the Commission as the representative of the Collegiate Branch of the Provincial Educational Service for Bihar and Orissa. He represented the views of all the professors of the Provincial Educational Service except with regard to four points. First, the witness suggested half-pay during the probationary period, whereas the other professors were in favour of full pay. Secondly, all the other professors were opposed to the statement contained in paragraph 13 of the written statement, and suggested its deletion. Thirdly, with reference to paragraph 20, his colleagues suggested half-pay during study leave; and, fourthly, with reference to paragraph 21, they suggested that an officer should retire on pension after 20 years' service, on production of a medical certificate.

83,291. The witness at present occupied the position of senior professor of history at Patna College, to which office he was appointed 14 years ago. He had been in the public service for 15½ years.

83,292. He suggested a single service commencing at Rs. 250 a month, rising to Rs. 1,200, with an oversea allowance of 50 per cent. for Europeans. He would also allow Europeans and Premchand Roychand students to join on the Rs. 350 grade, but his colleagues did not agree with that suggestion. The witness's point was that if there was to be supersession, it was better that it should be at the commencement of a man's career rather than at the end.

83,293. His main argument was that the present distinction between the two Services was an invidious one. Not only were the Provincial professors, but also the students, humiliated by the present state of affairs. It affected their efficiency, in that the best men were discouraged from joining the Service. For instance, recently the Bihar Government offered two scholarships for Biharis to study in England, in order to qualify themselves for professorships in the Government colleges of the Province. Some of the witness's best boys came to him and enquired whether they would be put on their return into the Indian Educational Service or the Provincial Educational Service, and he could only answer that judging from the past they would be put into the Provincial Educational Service, whereupon his students replied that there was no good in their going to England, as they could enter the Provincial Educational Service from India.

83,294. His proposal pre-supposed that all the work done in the Provincial Service corresponded in importance to that done in the Indian Educational Service. Out of the 18 members of the Provincial Educational Service in the two Government colleges in Bihar he thought 14 were fit to enter the Indian Educational Service, as they were doing work of equal importance to officers in the Indian Educational Service. Of those 14, there were six in the witness's college. There was one gentleman in the Subordinate Educational Service who was doing work on parallel lines with a member of the Indian Educational Service, and he would also propose to put that post into the superior Educational Service. The post in question was that of junior professor of Physics. The gentleman was called a demonstrator, although he was an M.A. of 20 years' standing, and had been

taking the highest classes in Physics for more than six years.

83,295. There were practically two classes of work—first class and second class; the latter should be done by officers during their probationary period.

83,296. The recruitment to the Provincial Service during the past 15 years had been rather unfortunate, because out of the 18 professors in the two colleges there were only six first-class M.A.'s, of whom only one was a Premchand Roychand student, which was the highest intellectual test in India. He was confident that if Government had offered Rs. 250 as the starting pay, all the 18 would have been first-class M.A.'s.

83,297. The witness did not agree with the evidence given before the Commission that the value of the work rendered by professors in the two services was very different. He did not sit in judgment on the value of his own work, but he could point out the exact conditions under which it was performed. Taking the case of the teaching of English at the Patna College, in 1902 he was the junior professor of English. The English work in all the four college classes was equally divided between Mr. James, his senior, and himself. Soon afterwards the M.A. class was formed, and here again the work was divided. Considering, therefore, the character of the work, there was no distinction between the Provincial Educational Service man and the Indian Educational Service man, and he presumed that the Provincial Educational Service man was equally good, as he was promoted to teach the M.A. classes.

83,298. Formerly, the work of the assistant was not done under the direction and instruction of the "senior" professor, but during the last two years a new system had been introduced, under which the junior professor had in one sense to take his orders from the senior professor; that was to say, subordination had been introduced where formerly all the professors were practically co-ordinate in rank under the same Principal. The objection to that system was that a man who had put in 29 years' experience of College teaching, ran the risk of being made subordinate to a raw British graduate. A senior man of equal qualifications and greater experience had a moral right to guide the junior.

83,299. He suggested that Europeans should be granted a higher rate of total emolument than Indians, on the understanding that Europeans should be recruited only when they were indispensably necessary, and when Indians could not be obtained for the work to be done. In that case, Europeans ought to be paid a sufficient salary to attract them to India. He would agree to the general principle that there should be a foreign allowance to the officer who came from Europe to work in India.

83,300. He would like the professoriate and the Inspectorate to be separate branches of the Service, because on the Inspecting side great developments had taken place recently and would continue to take place in future, and in one sense the Inspector had to be a specialist. Only one gentleman in the last 15 years had been transferred from the Inspecting line to the professorial line, and that too for a short time, so that for all practical purposes the two branches had been separated in fact.

83,301. He desired to draw particular attention to the leave rules. His colleagues desired that the leave rules of the Provincial Service should approximate to the leave rules of the Indian Educational Service. At present the period before furlough could be taken was eight years of active service. In his own case the witness took furlough after 13 years' of service, and he would have to put in 21 years' service before he could take furlough again. That was a great hardship. He would like to see furlough allowed at intervals of three years. The leave rules ought to be made approximately the same for the two services. It was really necessary in practice for Indians to have the same leave rules as Europeans, because in India, under modern conditions, educated people had become shorter lived than their ancestors. He knew of six professors in his college who had died before qualifying for pension. He was quite sure that Indian officers would take a great deal more leave if the rules were relaxed.

83,302. (*Sir Murray Hammick.*) The witness considered there was no difference in importance between the 18 professorships in the two colleges in Bihar, and that they should all go into an undivided Service.

83,303. He did not think there was any distinction between the capacity of the man who was appointed specially as a professor by the Secretary of State, and the technically junior officer who was appointed in India, and who entered the Service from the local University, because both were inexperienced men. The best Indian graduates were as highly qualified as the average Indian Educational Service officer he had come across. There was no difference in the qualifications of the professors who came out from England, and who were at once given "senior" professorships in his college, and those of the junior professors who were appointed from the Provincial Service. There was, however, a difference as regards their experience, and it was in favour of the Provincial Educational Service professor. This advantage should be recognised in practice.

83,304. In his undivided service the witness desired an officer to begin on Rs. 250 and to rise to Rs. 500 a month, after which there should be a further rise in five grades from Rs. 600 to Rs. 1,200. He did not think such terms would give Indians a Service which would be very much better paid than any other Service which Indians entered. Deputy Magistrates started at Rs. 250 a month and rose to Rs. 800, besides having a claim to be promoted to "listed" posts in the I.C.S., and the witness did not know of a single Deputy Magistrate whose promotion was arrested so long as that of the senior native Provincial Educational Service officer at the Ravenshaw College. For instance, after 25 years of service this officer was drawing only Rs. 300 a month, because there was no time scale. For the highest kind of teaching work men of the best capacity were required, and the witness did not think they would be obtained with the present starting pay and the present conditions of promotion.

83,305. (*Mr. Abdur Rahim.*) Regarding recruitment the witness said that if there had been a development of a particular side of science in Europe, of which India knew nothing, a graduate from India ought to be sent to Europe to study it.

83,306. The proportion of chairs which he would recruit from England would be 1 to 6. The present proportion was 2 to 5.

83,307. The members of his Service would not be content for their European colleagues to receive higher emoluments unless their number was substantially reduced. They agreed to higher emoluments solely on the ground of expediency—as a compromise. There could not be any abstract justification for it.

83,308. (*Mr. Fisher.*) The witness did not think the furloughs under the present "Indian Service Rules" were sufficient for an Indian officer.

83,309. (*Mr. Sly.*) With regard to the comparative rates of pay drawn by the staff in private or aided colleges and Government colleges during the last 10 or 12 years, professors had been taken into Government colleges in some cases on a lower pay than in private colleges. In the private colleges there was hardly any gradation of pay. A few chosen officers received higher salaries than similar officers in Government colleges, but on the whole, according to his scheme of a starting pay of Rs. 250, the professors of the Government colleges would get more than they would get in a private college. But it had to be borne in mind that in private colleges professors left every year, or two years, and there was a constant change of their staff. That, he thought, was very undesirable.

83,310. With regard to the suggestion that Government colleges should be abolished altogether and made aided institutions, the witness said that, so far as his experience went, at the present time, outside the capitals of the Provinces there was no place where a private governing body of a college could be formed who was as competent as the Director and his staff; secondly, as the Department was a large body, incompetent officers could be shifted from one college to another, whereas if each college were to stand apart

from the others there would be a risk of a lot of incompetent professors being collected together at one college. He considered the Government colleges should be retained for the present.

83,311. As to the proposal that there should be no graded service, but a certain number of posts on a fixed salary and nothing else, the witness said he was in favour of a graded service of some kind. He did not think there should be a certain number of chairs at a college, and that each should have a fixed salary allotted to it, because in that case a man would have no hope of promotion, and would not be induced to put forth extra exertions. He did not think it was the practice in Europe to have fixed salaries attached to chairs throughout the entire active life of a professor. He did not think such a system would work in India, except in the case of short term experts.

83,312. (*Mr. Gokhale.*) The witness had written books which were recognised as authorities on Indian History. It was a fact that a professor of History was to be brought out from England and appointed to the Indian Educational Service, who would be put over his head, and therefore his status would be reduced from that of a senior professor to that of a junior professor. After being senior professor of History for 14 years, and after earning all his distinctions, the witness was to be reduced to the position of a junior professor, and a man who had just taken his degree in England was to be put over him. As far as he knew the latter gentleman had done no special work, but simply because he happened to be in the Indian Educational Service he would take the senior position.*

83,313. His proposal that there should be a foreign service allowance was based on the fact that the appointment of the best Indians should be the rule for educational work, and that of Europeans should be the exception. It was only when a suitable Indian could not be obtained that he would bring out an Englishman on special terms. At the same time, for Englishmen who had done distinguished work, he thought for a good long time to come there would be room in India, but they should be brought in only as short term experts in connection with University teaching, as in the case of some of the chairs in science and mathematics.

83,314. He proposed a range of salaries from Rs. 250 to Rs. 1,200. That was a lower range than the Indian Educational Service witnesses had proposed. If the bulk of appointments in the Educational Service were held by Indians he quite agreed that the level of the salaries should be such as would be suited to the country. In making his recommendations as to salary he had borne in mind the point of view of the Indian tax-payer.

83,315. (*Sir Theodore Morison.*) In the case of Indian History there was no room for the use of the witness's researches up to the B.A. Pass standard, but beyond that his researches could be made useful to the students.

83,316. (*Sir Valentine Chirol.*) At the present moment he would be quite prepared to see the chairs in all colleges, except for certain specified scientific purposes, and except for some of the higher University posts, entrusted to Indians, without drawing any of the staff from Europe.

83,317. (*Mr. Gupta.*) Every Indian Educational Service man as such was senior to every Provincial Educational Service man doing the same or even higher work. Length of service did not enter into the question.

83,318. His reasons for suggesting the amalgamation of the two branches of the Service were, first, that the best Indian graduates were discouraged from entering the Provincial Service, because they knew it was always a subordinate, and in one sense a degraded, service; secondly, it was a very unfortunate matter—and, he was afraid, a delicate one—that there could not be cordial relations and true co-operation between the Indian Educational Service and the Provincial Educational Service. The one was always regarded as distinctly inferior to the other, and he knew of two cases of gross rudeness by members of the Indian Educational Service to members of the Provincial Educational Service in the same college. He also felt that both the students and the teacher were handicapped by the present distinction. The difficulty would be still greater when the senior professor was given greater powers of control over the so-called junior professor. His personal experience of the premier Government colleges in Bengal and Bihar, both as a student and as a professor, was that only in very few cases did the European members of the Indian Educational Service share the life of their students outside the lecture-room. This strengthened the case for the normal employment of Indians on the grounds of efficiency and financial economy alike.

83,319. (*Chairman.*) The six Provincial Educational Service professors in the witness's college were doing the same work as officers of the Indian Educational Service in regard to teaching classes. There were no M.A. classes in his college except in History and Economics, but there were Honours classes which were conducted by Indian gentlemen of the Provincial Service. The six professors were not all teaching each in their respective branches in the highest classes in the college, because the college had not been affiliated in Honours in some of the other subjects; but their work was in no way inferior to that done by the Indian Educational Service men in their respective classes. Witness alone had been taking the M.A. class in History for the last three years, while the M.A. class in Economics—an exactly parallel subject—was taken by two Indian Educational Service men.

83,320. (*Sir Theodore Morison.*) The college had not been affiliated in philosophy because of the heavy failure in the college in that subject some years ago.

(The witness withdrew.)

* Enquiry was made of the Bihar and Orissa Government as to the exact conditions of the appointment of another Professor of History in the Patna College, and the Commission were furnished with the following Note:—

An application having been made to the Calcutta University to affiliate the Patna College up to the B.A. Honours Standard in History, the Syndicate intimated that a third professor of the subject should be appointed. The Lieutenant-Governor in Council agreeing with this view, recommended that an officer who had taken first class honours in History at Oxford or Cambridge should be added to the staff of the College as a member of the Indian Educational Service. In making this recommendation, the Lieutenant-Governor in Council was by no means oblivious to the fact that there was already a professor of considerable merit in the College, but he considered that even so the staff required strengthening by the addition of an officer who had taken a first class degree in an English University in order to make it comparable with the staffs of other Government Colleges of like importance. It was not open to the Local Government to recommend the promotion of Professor Jadunath Sarkar to the Indian Educational Service since that service is not recruited in this manner, nor would such promotion, accompanied by the appointment of a third professor from an Indian University, have strengthened the staff in the manner desired.

The appointment to the Patna College of an Indian Educational Service Professor of History will not affect the position of Professor Jadunath Sarkar nor will Professor Jadunath Sarkar be junior to the Indian Educational Service officer. The distribution of work between the professors of a College is made by the Principal, and one professor of a subject is not regarded as junior to another. Professor Jadunath Sarkar is an M.A. Lecturer of the Calcutta University and as such teaches, and will continue to teach, the M.A. classes; he will also doubtless be entrusted by the Principal with a portion of the Honours teaching, the young professor from England being employed at the outset mainly in teaching the junior classes.

As regards status, Professor Jadunath Sarkar, as an officer of over eighteen years' service and drawing Rs. 600 a month, is of the same rank as an officer of the Indian Educational Service on Rs. 1,000 and upwards, *i.e.*, of ten years' service. Professor Jadunath Sarkar will therefore be senior and not junior to the new professor.

At Calcutta, Tuesday, 16th December, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUL RAHIM, ESQ.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.

And the following Assistant Commissioners:—

E. E. BISS, ESQ., Principal, Secondary Training College, Dacca.
JOGENDRA NATH DAS GUPTA, ESQ., Presidency College, Calcutta.
S. W. COCKS, ESQ., Inspector of Schools, Rangoon.
G. F. MUNRO, ESQ., Officiating Inspector of Schools, Pegu Circle, Rangoon.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

RAI SAHIB BHAGVATI SAHAY, Officiating Inspector of Schools, Patna Division.

Written Statement relating to the Education Department.

83,321. **(I.) Methods of recruitment.**—The general features of the organization of the Educational Service, as approved by the Secretary of State in December 1895 in connection with the recommendations of the Public Services Commission, were summarised by the Government of India as follows, *vide* their Proceedings in the Home Department No. 4—Edn. / 204–205, dated Simla, the 23rd July, 1896:—

"In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments, the Educational Department in future be divided broadly into (*a*) the Superior Service, and (*b*) the Subordinate Service. The former will consist of two branches, one including all posts to be filled by persons appointed in England, which will be called 'the Indian Educational Service,' and the other including all posts to be filled by recruitment in India, will be known as 'Provincial Educational Service.'"

A list, "Appendix A," was annexed to the Resolution showing the appointments falling within the Indian Educational Service and Provincial Service, respectively, of the several provinces affected by the re-organization. This list, so far as the Provincial Service of Bengal was concerned, is reproduced below:—

Province.	Provincial Service.						
	Inspectors.	Joint and Assistant Inspectors.	Joint or Assistant Professors.	Professors.	Headmasters of Collegiate Schools, Training Colleges, and High Schools.	Other appointments.	Total.
Bengal	5	10	—	58	24	7	104

In a list, "Appendix B," a statement of the proposition for the revision of the establishment was given:—

Number.	Designation and pay.	Rs.
2	Officers on	700
4	,, ...	600
6	,, ...	500
8	,, ...	400
12	,, ...	300
22	,, ...	250
26	,, ...	200
33	,, ...	150
113		

This list was amended as follows, *vide* the Quarterly Civil List for Bengal corrected up to the 1st October, 1911, the one issued before Bihar and Orissa was separated from Bengal proper:—

Number.	Designation and pay.	Rs.
4	Officers on	700
7	,, ...	600
7	,, ...	500
10	,, ...	400
11	,, ...	300
16	,, ...	250
25	,, ...	200
32	,, ...	150
112		

It will appear from the above extract from "Appendix A" that there were to be in the Provincial Service five Inspectors and 10 Joint and Assistant Inspectors. It will again appear from paragraph 2 of the Proceedings of the Government of India referred to above that the Government of India recommended that the first two grades, that is, offices of the value of Rs. 700 and Rs. 600, should

be held by Professors and Inspectors "*recruited in India.*"

The exact import of the phrase "recruited in India" has to be gathered from various documents:—

In paragraph 13 of the letter of the Government of India in the Finance and Commerce Department to Her Majesty's Secretary of State for India, No. 351, dated the 11th December, 1895, the Government of India said; "We are of opinion that native candidates in England for employment in the Indian Educational Service, who possess European degrees, should ordinarily, as has been done in the past, be referred to the authorities in this country for appointment, since a well qualified candidate of the kind is certain to be welcomed for any vacancy which he may be suited to fill."

The Secretary of State accepted this recommendation in paragraph 5 of his Despatch No. 22 Public (Education), dated the 12th March, 1896.

It is obvious therefore that the Indian Educational Service was practically reserved for Europeans, and consequently it is also obvious that the Provincial Service was practically reserved for natives.

Though a line has been drawn between the Superior Service and the Subordinate Service, meritorious officers of the Subordinate Service are allowed to be taken into the Provincial Service on personal grounds.

Such has, I believe, been the accepted system of recruitment of the Indian Educational and Provincial Services. But I am sorry to have to bring to notice that this system has by force of circumstances (not from demerit in the members of the Service, I hope, nor from want of consideration in the authorities, I am sure) been allowed to be more honoured in the breach than in the observance thereof. Of the four appointments in Class I of the Provincial Service of Bengal, two are held by Europeans, and of the seven appointments in Class II, one is held by a European, *vide* the Quarterly Civil List for Bengal referred to above.

The appointment of these European Officers in the Provincial Service is a grievance to the rank and file of that Service, for it practically debars them from rising to the top grade in the Service which was intended to be reserved for them exclusively. It practically limits them to the salary of Rs. 600, while they are eligible to rise to the maximum of Rs. 700.

The grievance is more pronounced in our province of Bihar and Orissa where both these top grades are held by Europeans, *vide* the Bihar and Orissa Quarterly Civil List for the 1st of July, 1913. I find, however, from the Bihar and Orissa Gazette of 15th instant that an appointment has since been made to the Second Class with retrospective effect.

I have nothing to say against the system of recruitment to the Provincial Service *as it stands on paper* but *I must demur to the system that actually obtains*, the system, namely, under which *bona fide* natives for whom the Service was intended cannot rise to the highest grade.

I would suggest on behalf of those whom I represent, that the Indian Educational Service be reserved for European graduates without distinction of race (*vide* paragraph 2 of the Despatch of the Secretary of State, No. 22 Public, Education Department, dated the 12th March 1896) and the Provincial Service be reserved for the *statutory* natives of the Province. The recruitment to the Provincial Service should generally be from the Provincial Colleges, preference being given to distinguished M.A.'s or graduates in honour, but the Headmasters of Training and Collegiate Schools should continue to be recruited, as has been the case with excellent results, from the best men of the Subordinate Educational Service with necessary educational qualifications and large and varied experience. Successful Headmasters of Collegiate and Training Schools should be appointed Additional Inspectors of Schools and Additional Inspectors should be promoted to at least one of the Inspectorships reserved for the Indian Educational Service.

The existing orders regarding appointments to the Provincial Service have by the force of circumstances been violated in another respect also. It will be observed from paragraph 7 above that natives of India were to be appointed to Classes I and II as Inspectors, but there is not even one native Inspector in these classes in our Province, not even in the next two classes below, although one of them has held the post of a European Inspector for an aggregate period of nearly four years and with distinction, as it should seem from the fact that he was appointed to act for a European Inspector on seven different occasions, the last four of which covered each a period of about a year or more.

The creation of a post, called Additional Inspectorship in the Provincial Service, and the recent orders that an Inspectorship should be held by an officer of the Indian Educational Service, seem to be contrary to the letter and spirit of the recommendation of the Public Services Commission, as well as the declarations of the Government of India and of the Secretary of State set forth in paragraphs 3 and 7 above. There is distinction enough between a European and a Native Inspector, in that the former is to be a member of the Indian Educational Service and the latter of the Provincial Service. This distinction has been accentuated by reserving the name Inspector for members of the Indian Service and creating the new nomenclature of Additional Inspector for Native Inspectors.

83,322. **(II.) System of training and probation.**—Officers selected for appointments should be made to undergo a system of training for one year on the full pay of the post and this training should be not only in the theory and practice of teaching but should also extend to the details of the work of their respective offices, ignorance of which interferes with the proper discharge of their duties and impairs their efficiency.

The probationary period should cover a period of one year subsequent to the training and should be on full pay.

The training and probation should be dispensed with in the case of officers promoted from the Subordinate Educational Service, who are veteran educationists and have had better training in the successful discharge of their duties than any that can be had by mere observation, study or apprenticeship.

83,323. **(III.) Conditions of service.**—Ever since the re-organization of the Educational Service (now about 18 years), not a single native of India with an Indian degree has been able to work his way up to the top of the Service. If the Provincial Service is intended for indigenous talent, there does not appear any reason why it should in the Education Department alone be kept down by the introduction of an external element. This is not the case in any other Provincial Service. In the Executive Branch of the Provincial Civil Service, three out of the four appointments in the grade of Rs. 800 are held by Calcutta graduates. In the Judicial Branch of the Provincial Civil Service, the only one appointment there is is held by a Calcutta graduate on Rs. 1,000. There may be some reason for differentiating the Provincial Civil Service from the Provincial Educational Service as regards pay, but there does not seem any reason why the Calcutta graduates in the one Service should rise to the top of the ladder, while in the latter they should occupy the lower rungs.

The conditions of Service will be satisfactory if the European graduates are eliminated from the Provincial Service and promoted to the Indian Educational Service. If they are good enough to be placed above the heads of the Calcutta University graduates and are allowed to rise to the maximum pay of the Service (Rs. 700), it should seem that they are good enough to be placed at the bottom of the Indian Educational Service; and if they are not as well qualified as those who are appointed to it (though this cannot be substantiated, for some of the English graduates in the Provincial Service have had a more distinguished University career than most of the members of the Indian Educational Service), they may be limited in pay to Rs. 700, the maximum of the Provincial Service. To withhold from a native (who has discarded his native habits and customs, lives the life of a European and has for years rubbed shoulders with him in schools and colleges and has had as brilliant a University career as he had and, in some cases, more), appointments open to a European and to relegate him to the Provincial Service, is not only

unfair to him, but is unfair to the members of the Provincial Service and is besides no edifying spectacle, for it is a perpetual reminder, to the impressionable young men that sit at his feet, of race distinction.

The conditions of service in the Provincial Educational Service are the worst imaginable as will be evident from the following comparative table which I give by way of example:—

Educational Service.			Executive Service.			Judicial Service.			Police Service.		
Name of officer.	Date of appointment.	Present pay.	Name of officer.	Date of appointment.	Present pay.	Name of officer.	Date of appointment.	Present pay.	Name of officer.	Date of appointment.	Present pay.
1	2	3	4	5	6	7	8	9	10	11	12
		Rs.			Rs.			Rs.			Rs.
1. Mr. A. G. Heefke	1907	250	Babu Brijnandan Singh, B.L.	1907	300	Babu Nirmal Chandra Mitra.	1909	400	Maulvi Shahab-ud-din Khoda Buksh.	1906	400
2. Babu Chandra Mohan Maharana, B.A.	1908	200	Babu Aren Kumar Bose, B.A.	1904	300	—	—	—	Babu Sukhi Chand, B.A.	1906	400
3. Babu Annada Prasad Mitra, B.A.	1908	200	Babu Shusil Kuma Ghose.	1909	250	—	—	—	Babu Shisbir Kumar Sanyal, B.A.	1908	250
4. Maulvi Mahmud, B.A.	1900	200									

This difference in the conditions of service is mainly attributable to the difference in the initial salaries of the Services.

I have ignored the service in the Subordinate Educational Service of the Educational Officers named above. The date of appointment in their case is the date of their appointment to the Provincial Service. If the date of their appointment to the Subordinate Educational Service is taken into consideration, the contrast will be shocking, for No. 1 entered in 1904, No. 2 in 1890, No. 3 in 1886, and No. 4 in 1887 whereas the gentlemen with whom they are compared in the other services entered the service on the date given against them. If I were to add to the list the names of all officers of the Provincial Service who have been promoted to that Service from the Subordinate Educational Service and to compare them with the officers of the other departments, in respect of their respective dates of appointment and present pay, the list would be a very long one and the difference would be better illustrated; but I do not do so, for, much as the fact that while a B.A. without honours may enter the other Provincial Services all at once, even an M.A. cannot do so in the Provincial Educational Service except as a Professor and must begin his service in the Subordinate Service, may be regretted, it is technically unfaid to compare the offices of the different branches of the Provincial Service, except from the date of their appointment to that service.

The conditions of service will be satisfactory if the grades are abolished and the salary rises on approved work to the maximum by equal annual increments, before one has put in 25 years' service. A graded service is not suited to a small service for it does not secure a proper flow of promotion.

83,324. **(IV.) Conditions of salary.**—The conditions of salary are also not satisfactory. The initial salary is Rs. 200 only. Here, too, the Provincial Educational Service compares unfavourably with the Provincial Executive Service which starts with Rs. 250. There does not seem to be any reason why there should be a difference in the starting pay, for both the Services are recruited from the same class of men. It is true that members of the Executive Service have to deal with questions of life and death, while those in the Educational Service have to deal with the humbler work of administering education. But questions of life and death are never entrusted to the officers of the Executive Service until they have passed through the grade of Rs. 250, in this grade they have as a matter of fact to do little better than play second fiddle, which at any rate is not more responsible than the work of administering Education, which the members of the Provincial Service have to do from the moment they set their foot in the Service.

It seems very hard that after a long service of years in the Subordinate Educational Service when a man has established his claims to be taken into the Provincial Service, he should start in the Provincial Service on a pay less than he drew in the Subordinate Educational Service; and this for no other reason than that the initial salary of the Provincial Educational Service is less than what he drew in the Subordinate Educational Service.

This is not an imaginary grievance; there have been several such hard cases. The most recent case is that of Mr. Samuel Bibhudan Mandal, B.A. He was actually getting Rs. 250 in the Subordinate Educational Service but on his admission to the Provincial Service he was taken in the last grade of the Provincial Service, the pay of which is Rs. 200 with of course a personal allowance of Rs. 50. In pay of course he does not suffer, but he has the humiliation of being placed below his juniors, raw graduates from the college, for the only reason that an Assistant Inspectorship did not fall vacant earlier. Where an officer is promoted from the Subordinate Educational Service to the Provincial Service, his position in the service should be determined not by the date of his appointment to it, but according to the relative responsibility of the posts therein. It is obvious that an Assistant Inspectorship is a more responsible office than a junior Professorship and yet the initial salary of both is the same. One with 21 years' experience and considered fit to hold an Assistant Inspectorship must start on the same salary as a raw recruit from a college. This is an anomaly that calls for correction and this can only be done by assigning values to the different offices in the Service according to the responsibility that attaches to them. I should think that Rs. 300 should be the initial pay of an Assistant Inspector and Rs. 500 of an Inspector and that Rs. 250 should be the initial salary of a Headmaster of a Collegiate and Training School and of a Professor.

For the reason given above, I would suggest that the initial salary be fixed at Rs. 250. I am satisfied with the present maximum *provided the present European graduates are eliminated from the Provincial Service and no such appointments are made in future in the Provincial Service;* if however the present practice of appointing natives of India to the Provincial Service, no matter however distinguished their career might have been in English Universities, be perpetuated, I would suggest that the maximum salary be raised to Rs. 1,000, so that there be a chance for the native graduates to rise at least to Rs. 700, for the higher ranks of the service will in that case be occupied, as they have been in the past, by European graduates.

If, however the present grading of the Provincial Service be retained, the system of grading that obtains in the Provincial Executive Service should be introduced, namely, Class I Rs. 800, Class II Rs. 700, Class III Rs. 600, Class IV Rs. 500, Class V Rs. 400, Class VI Rs. 300, and Class VII Rs. 250.

83,325. **(V.) Conditions of leave.**—In case of privilege leave one month's previous notice may be required instead of three months' which is now

required and in urgent cases no previous notice should be insisted upon.

The amount of casual leave should be increased to 15 days in a year with a limit of 10 days at a time.

The conditions that six months must elapse before another privilege leave can be granted and that there must be an interval of not less than 18 months between last return from privilege leave of over six weeks duration and furlough should be abolished, for the only effect of these rules is that the privilege leave is seldom taken for the recruitment of health for which it is intended and is as a rule reserved for emergencies and the result is that the health of the officer suffers and the public service also suffers from his weak health and eventual retirement on invalid pension.

83,326. **(VI.) Conditions of pension.**—An officer may be allowed to retire on full pension after 25 years' active service. An Educational Officer, if in the teaching line, suffers from sedentary work, and if in the Inspecting line, he suffers from physical strain; the officers of the Education Department thus lose their health sooner than officers of the other departments and therefore deserve special treatment and should not be obliged to work on until they can secure a Medical Certificate for Invalid pension. An Invalid pension may be earned after 20 years' active service.

83,327. **(VII.) Such limitations as exist in the employment of non-Europeans and the working of the existing division of the service into Imperial and Provincial services.**—I think that some limitation is necessary to the appointment on non-Europeans in the Indian Educational Service. The existing division of the Service into Imperial and Provincial Services is good in principle and would be good in actual working also if the anomalies pointed out in paragraphs 11 and 21 did not exist and there were some such provision as of "listed appointments" as obtains in the case of the Indian Civil Service to which meritorious members of the Provincial Executive and Judicial Services are promoted. With these reservations, the existing division has my hearty support as conceived in the best interest of the advancement of Education in the present condition of the country.

I would suggest that at least one Divisional Inspectorship be treated as a "listed appointment" in the Indian Educational Service and that members of the Provincial Service who have efficiently acted in such a post over three years on the present acting allowance of Rs. 100 should be eligible for confirmation in it.

83,328. **(VIII.) Relations of these services with the Indian Civil Service and other services.**—The existing relations are necessary for the progress of education and should be maintained. Active co-operation of the Indian Civil Service is essential for the progress of education in India and the officers of the Education Department realize the situation and accept their present relations with a good will. But the relations of the Provincial Educational Service with the members of the other Provincial Services are not what they should be; and this is solely due to the differential treatment accorded to the members of those Services in the matter of initial and maximum salaries and to the special privileges which the members of the Services enjoy, for instance, of holding a "listed appointment" in the Indian Civil Service. If the pay and prospects of the Provincial Educational Service were the same as those of the Provincial branches of the Executive and Judicial Services, the present heart-burning would be removed; and, what is of still greater importance, the efficiency of the Provincial Service would be improved, for the junior members of the Service will not leave it for the Executive and Judicial Services and the senior members will not be disturbed in their work by occasional feelings of regret that they ever threw their lot in the Educational Service.

83,329. **(IX.) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—An Assistant Inspectress should receive travelling allowance 25 per cent. in excess of what is admissable to a male officer of the same rank, for her travelling is far more expensive and is attended with greater difficulties on account of her sex and habits of life.

If the Royal Commission be graciously pleased to call for a statement showing how many present Deputy Magistrates, Sub-Deputy Collectors, Sub-Judges and Munsifs had immediately before they entered these services been in the Educational Service an dwhat salaries they drew in that service and in the service they deserted it for, they would realize how true is my representation that the Educational Service is the worst of all the Provincial Services. I would ask them to consider whether, if it is so, it should be so in the public interest. Such a statement can be prepared by the Accountant-General only.

RAI SAHIB BHAGVATI SAHAY, called and examined.

83,330. (*Chairman.*) The witness said he represented the inspecting staff and headmasters of the Provincial Educational Service in Bihar and Orissa. At present he was Additional Inspector of Schools. The written statement that had been put in represented the unanimous opinion of the inspecting staff and headmasters of the service in Bihar and Orissa.

83,331. One of the complaints was that the Provincial Service had in practice come to be regarded as an inferior service, and that, as a rule, only Europeans were admitted into the superior service. He recognised that a superior and an inferior service must be maintained, but only first class Honours men from England should be appointed to the superior service, and not ordinary graduates, and there should be no distinction of race. The inferior service should get better pay and conditions of service, and might then be reserved for graduates of Indian universities. He also advocated the provision of listed posts in the superior service for members of the Provincial service of approved merit, promotion being made after not less than ten years' service.

83,332. The duties of the inspecting staff included dealing with grants made by Government and District Boards for primary and secondary education, the appointing of Sub-Inspectors and teachers on less than Rs. 100, and granting leave. Though an Additional Inspector himself, he was in complete control of his area. Ordinary Additional Inspectors were sub-ordinate to the Divisional Inspectors of Schools. He himself exercised independent powers because there was no inspector appointed for his division. There was only one area in the Province with an Inspector and an Additional Inspector, the latter being subordinate to the Inspector. The Additional Inspector was appointed owing to the work being too much for the Inspector. With the exception of the four years he himself spent as an Acting Inspector no Bihari had ever attained a higher position than that of Additional Inspector.

83,333. The witness was not in favour of appointing a Chief Inspector as an intermediary between the Director of Public Instruction and the Divisional Inspector.

83,334. If a service were created, beginning at Rs. 250 and Rising to Rs. 800, all the posts of headmasters of training schools and high schools and also Deputy Inspectors should be included in it. By the absorption of subordinate officers into the Provincial Service, the grievance of a head subordinate officer receiving higher pay than a junior Provincial man would be removed.

83,335. The witness also favoured separating the inspecting from the teaching staff, as different qualifications were required for each. In the case of European Inspectors there had been a rule to have transfers from the teaching line to the inspecting line, and he himself was master of a training school for three years before he became inspector. The length of service as headmaster was contingent upon the vacancies in the inspectorate. He did not know of any headmaster of a training school being appointed an inspector with less than six or seven years in the headmastership, and he thought five or six years was a fair period for an officer to remain as headmaster of a school. It was more important that

an officer should have been a Deputy Inspector of Schools than a headmaster. Every assistant inspector had had a large experience of teaching, because Assistant Inspectors were appointed from the headmasters of training schools or zilla schools and had some knowledge of the inner working of schools.

83,336. The inspecting staff had privilege leave, furlough, and medical leave. In the teaching branch privilege leave was allowed on half pay only, but the inspecting branch had full pay. Inspectors, however, did not get the same holidays as the teaching staff, as they only had the gazetted holidays and those with the permission of the head of the department. During the vacation the work was much less onerous but there was a good deal of office work to be done. Even during the vacation and on holidays inspectors were supposed to be in charge of their districts, and practically three hours were occupied every day during the vacation in keeping up the work, as against six hours of office affairs and the time devoted to inspection during school terms.

83,337. The witness had no statistics to substantiate the assertion that a great many officers had gone over to the Provincial Civil Service, but he had known many instances. If the conditions in the Educational Service were improved the tendency to seek an exchange would be greatly diminished.

83,338. (*Sir Murray Hammick.*) The witness would not like to see any direct recruitment to the Indian Educational Service in India, but any Indian who desired to enter that service could do so by qualifying himself in England. The prejudice that at one time existed in Bihar and Orissa against crossing the sea was rapidly disappearing. He desired to reserve the Provincial service for natives of India and graduates of Indian Universities and would have no English graduate appointed to that service. It might be a good thing to have a system under which the professors of the large colleges in Bihar would be recruited individually on special rates of pay, while a certain number of the inspectors and perhaps some headmasters were recruited into the Indian Educational Service from England.

83,339. There had not been many transfers from professorships to inspectorships in Bihar during the last four years, but they were very frequent previously. It was advisable to make the professorship an appointment which was worth holding in itself.

83,340. (*Sir Valentine Chirol.*) The witness thought that for the next fifty years the Indian Universities would be distinctly inferior to the British Universities. He desired all professors of colleges to be graduates of English Universities without any distinction of race or creed. He protested against Indians who had taken high honours in English Universities being appointed to the Provincial Educational Service instead of to the Indian Educational Service. There was no dearth of Indians with English qualifications.

83,341. (*Mr. Abdur Rahim.*) The Indian Educational Service now was practically reserved for Europeans, but he wanted to open it to Indians also, for which purpose the basis of its recruitment should be not race but qualifications. Whether a man was appointed in England or in India, he should possess a first-class English degree, and provided an Indian had the same qualifications he should be given prior claim. He admitted there were many distinguished graduates of Indian Universities, but maintained that they were exceptions; he provided for them by giving them promotion from the Provincial Educational Service. If, however, there were men who had really distinguished themselves they might be admitted direct to the superior service as a special case.

83,342. There were at least a hundred Hindus from Bihar and the United Provinces of Agra and Oudh prosecuting their studies in England, amongst them being his own son. Caste restriction was practically disappearing, and the tendency for men to go to England was on the increase.

83,343. (*Mr. Madge.*) The witness said that by "European graduates" he meant anyone who had graduated in England, whether Indian or European.

83,344. He was in favour of separating the inspecting from the teaching branch, but an inspector required some knowledge of teaching and therefore bifurcation should not take place until an officer had passed the stage of headmastership of a training school. He favoured one cadre, with the inspectors drawing not less than Rs. 500. No reversion should be allowed to the teaching department.

83,345. (*Mr. Sly.*) Admission to the Provincial service should be restricted to the residents of the Province. If no resident of the Province was eligible residents of other Provinces might be taken in.

83,346. The professorial staff should be recruited direct, with promotion from the subordinate service in exceptional cases. An officer appointed direct to the headmastership of a training school might be put into the Provincial Educational Service.

83,347. With reference to leave, there was a Departmental rule that three months' notice must be given before privilege leave could be taken. He had no statistics to show that educational officers suffered in health more than officers of any other department, but that was the general impression he had gained from his experience.

83,348. (*Mr. Chaubal.*) The witness's objection to recruiting the Indian Educational Service directly from the Indian Universities was based on his fear that Europeans might then claim admission into the Provincial Educational Service. He did not object to the best graduates of Indian Universities entering directly the Indian Educational Service if they were eminent and well qualified men.

83,349. The duties of the Additional Inspector and of the Inspector were practically the same. The Deputy Inspector was in charge of a district. Where there was only one Assistant Inspector in a division he had jurisdiction over the whole of that area, but in some divisions there were two or three Assistant Inspectors. Where there were more than one the division was divided, and one Assistant Inspector might have more than one district under his control. In former times headmasters became Assistant Inspectors, but now the latter were recruited largely from Deputy Inspectors of Schools.

83,350. (*Mr. Biss.*) The witness said a Deputy Inspector was more in touch with primary and an Assistant Inspector with high school education. It was desirable therefore for a headmaster to become an Assistant Inspector before he was appointed an Inspector. The work of an inspecting officer was mostly administrative.

83,351. There was one inspectress for the inspection of girls' schools in Bihar, and five Assistant Inspectresses. They were all in the Provincial Educational Service, and he believed they were all satisfied because they were ordinary graduates and received Rs. 200 a month.

83,352. (*Mr. Gupta.*) In 1896 when the re-organisation scheme came into force there were four Inspectors in the area now covered by the Bihar and Orissa Government, namely, at Bhagalpur, Chota-Nagpur, Patna, and Orissa. All were members of the Provincial Educational Service except the Inspector at Patna who was a European. At present not one of those Inspectorships was held by an officer of the Provincial service. This showed how Indians were excluded from the higher appointments.

83,353. Assistant Inspectors had administrative work to do under the general orders of the Inspector. Divisional Inspectors inspected a small percentage of the Patshalas in order to supervise the work of their subordinates, but their work of inspection was chiefly confined to the high schools.

83,354. When statutory natives of India or of the Province were referred to in the written statement it was with the intention of distinguishing the statutory natives from officers of European parentage who were actually holding appointments in the Provincial service.

83,355. The witness considered that promotion in the Provincial Educational Service was slower than in the Provincial Civil Service, but Rs. 250 as an initial salary would be sufficient to attract superior graduates of Indian Universities. This was the initial salary of the Provincial Civil Service.

83,356. The witness did not wish to suggest that every graduate of a European University was necessarily superior to every graduate of an Indian University, but he though every graduate who had taken first class Honours in such Universities as Oxford and Cambridge would be superior.

(The witness withdrew.)

W. G. WEDDERSPOON, ESQ., Officiating Director of Public Instruction, Burma.

Written Statement relating to the Indian Educational Service generally and more particularly the Indian Educational Service in Burma.*

83,357. **(I.) Methods of recruitment.**—It is understood that considerable pains are now taken by the English and Scottish Boards of Education (to whom the duty has been relegated by the India Office) to find suitable persons for vacancies in the Indian Educational Service. It is to be feared, however, that even now the recruiting agency is not in sufficiently close touch with the universities and the institutions included under them, and that the data published for the information of heads of institutions and possible candidates is insufficient to afford a clear, accurate, and comprehensive view of the life and work of an educational officer of Government in India or Burma. Circular C.A. No. 5 and its appendices contain a colourless statement of the qualifications required for appointment, the general conditions of engagement, pay, leave, pension, and so forth. But nothing is said in detail as to the nature of the work which an officer in the Indian Educational Service may be called upon to undertake. A candidate will, of course, infer from the circular that he may have to teach in a school or college or to inspect schools, but he will learn nothing regarding his relation to educational administration or as to the class and variety of subjects taught, or the standard of attainment aimed at in schools or colleges, the medium of teaching or the character and capabilities of the pupils. If he desires to be an inspector of schools he will find nothing regarding the methods of inspection in India, nor will he gather whether or no or in what way it differs from similar work at home or elsewhere. Nothing is said as to variations and differences of climate, the distinctive characteristics of various provinces, facilities for the pursuit of special studies or interests, vacations, status, social life, and amenities generally. In short, apart from mere commercial details, the circular contains nothing likely to interest or attract. Recruitment for the Indian Education Service is not merely a matter of stating pay, pension, and leave rules. Unless the authorites concerned take even more trouble than at present to picture to likely candidates and their advisers the life and work of an educationalist in India with its varied interests, real amenities and large possibilities, recruits cannot be expected to become more plentiful.

If detailed suggestions to this end are required the following may be considered:—

(*a*) A general pamphlet should be issued giving information on such matters as those stated above from the standpoint of the Indian Educational Service generally.

(*b*) The general pamphlet should be accompanied by separate pamphlets giving more detailed and distinctive information regarding each of the main provinces separately.

(c) These pamphlets should be distributed not to appointment agencies (university or otherwise) only, but also to the authorities of the individual institutions or colleges in each British university with a request that they may be posted in *Junior* common rooms, students' halls, unions, and the like, and otherwise made known to students, and that the authorities will be good enough to ascertain and report direct to the Board by or before the end of each academic year how many students passing out wish to be registered as candidates. From conversation with young officers in the Indian Civil Service as well as with recruits in the Indian Educational Service. I still find that even now the undergraduate at Oxford or Cambridge very rarely knows anything about the Indian Educational Service even if he has ever heard of it.

As regards Burma, the dangers of its climates, the backwardness of its institutions and the lack of amenities are, so far as I.E.S. officers are concerned, much exaggerated. This fact does not appear to be realised at home. A connected point is that in Rangoon and many other places in Burma (especially in Upper Burma) the hot weather and the "rains" are by no means necessarily unhealthy or unpleasant seasons. Hence the rule adopted of late years by the India Office, *i.e.*, that recruits are not sent out between April and October, is unnecessary and undesirable. Its application not infrequently results in recruits being not forthcoming when much wanted, *i.e.*, at the beginning of the academic year, or in their arrival when least wanted, *i.e.*, just before the hot weather vacation. One other point may perhaps be mentioned, viz., that whereas in other provinces it may be preferable that a recruit should not come out married, in Burma the objections to domestic encumbrances are counterbalanced by certain positive advantages which directly affect the life and work of an educational officer who has to deal with not only children but teachers of both sexes and many races.

It is sometimes supposed that the Indian Educational Service consists largely of "failed would-be civilians," and it is even suggested that the failures in the Civil Service competitive examination afford a very suitable, perhaps the most suitable, field of recruitment for the Indian Educational Service. Very few officers in the Indian Educational Service are men who have failed for the Indian Civil Service. And I can imagine nothing more disastrous for the morale and status of the Service than the adoption of so crude a method as the main system of recruitment. The age requirements, the qualifications, the training, and the ideals of an I.E.S. officer of the best type should be specifically different from those of a young civilian. It is not meant that a candidate who fails for the Indian Civil Service is necessary unsuitable for the Indian Educational Service, but it is meant that even a narrow failure should not connote a positive qualification. Appointments in the Indian Educational Service must depend on careful personal selection, not on the chances of a competitive examination.

83,358. **(II.) System of training and probation.**—During the Viceroyalty of Lord Curzon certain proposals for the training of I.E.S. officers in England were put forward by the Government of India, but were not entirely endorsed by the Secretary of State (*vide* Government of India's Letters No. 9 of the 30th October, 1902, and No. 10 of the 30th October, 1902, and Secretary of State's Letter No. 7 of the 8th January, 1904). The Government of India proposed that in the selection of candidates weight should be attached to the possession of a university diploma in the theory and practice of teaching, also that selected candidates should undergo a special course of training with a view to the duties they were to perform in India. The Secretary of State pointed out various practical difficulties in the way of accepting the Government of India's proposals. It is understood that for the most part these difficulties still hold good.

Speaking generally I consider that it is a distinct advantage for any schoolmaster in the Indian Educational Service to have had a professional training in the theory and practice of education before he takes up work in this country. But I should not treat the want of such training as a bar to appointment, especially if a candidate had had sound practical experience as a teacher in a good school in Great Britain and could produce testimonials to his capacity from the head of the school.

* This statement was prepared by Mr. J. G. Covernton, M.A., Director of Public Instruction, Burma, but was submitted by this witness, *vide* paragraph 83,363.

In regard to inspectors, on the assumption that they had the qualifications just described, I am disposed to think that for India or Burma their best training would be to begin work in this country as schoolmasters, proceeding in due course to inspectorships as such posts fell vacant. If men are to be appointed as inspectors straight from home, it is very desirable that they should have had not only training in the theory and practice of education, but also some experience of methods of inspection and educational administration at home. It would be a very great advantage if such men designated as inspectors could be attached on arrival to selected inspectors for a period of not less than six months or even longer in order to learn their work and its problems and difficulties under favourable auspices. No rigid rule, however, can be laid down regarding training. Some of the best inspectors I have known have been men who had never taught in an Indian school or possessed any professional teaching qualification, or gained any previous experience of educational administration, and who were plunged into their full duties without guidance or assistance on the day they took over charge of their new posts. It is particularly important that schoolmasters and inspectors should obtain a thorough grasp of the vernacular. Confirmation should be withheld until the necessary standard is passed.

For professors at university colleges no special previous training, beyond that implied in obtaining a competent knowledge of their subject, seems essential. It is, however, very desirable that a man should have previous experience and not come straight from the university. After appointment men should be required to pass in the vernacular, but it does not seem desirable to refuse to confirm a specialist who is otherwise entirely approved merely because he does not pass in the vernacular which may well be practically useless for the purposes of his work. Exemptions will be found occasionally necessary for men engaged in scientific or mathematical work but not for professors of literary or linguistic subjects. Apart from the question of passing in vernacular, a two-year period of probation should suffice. Once confirmed a professor should ordinarily look to the college and the university as the sphere of his life-work. But this limitation should not be taken as absolutely debarring him from opportunities of gaining experience in the administrative and inspecting branches of educational work. This is more especially necessary if it appears likely that he will at some time prove suitable as a Director of Public Instruction. In this matter I agree with the views expressed by the Government of India in paragraph 5 of its Resolution No. 10–300–310 of the 9th September 1886.

83,359. **(III.) Conditions of service, (IV.) Conditions of salary, (V.) Conditions of leave, and (VI.) Conditions of pension.**—Under these heads I have nothing to add to the representations contained in the written statement* already submitted on behalf of the Indian Educational Service in Burma.

83,360. **(VII.) Limitations in the employment of non-Europeans and the working of the existing system of the division into Imperial and Provincial services.**—I consider that in Burma there is no necessity to employ non-Europeans in the Indian Educational Service and (apart from necessity) that no obvious advantage is to be obtained from such a course. On the contrary the number of Europeans in the Indian Educational Service could be largely increased to the very distinct benefit of the people of the country and with their full approval. Properly re-organised the Provincial Educational Service would afford all the scope and prospects that any Burman, half Burman, or domiciled Indian or Anglo-Indian could justly expect or would actually desire. On the other hand, in the Provincial Educational Service certain posts (*e.g.*, those of Assistant Inspector of European and Normal Schools and Technical Instructor at the Engineering School, and assistant teachership in the Government European School, Maymyo), may have to be filled by Europeans in default of suitable non-European or Anglo-Indian candidates.

As regards the relations between the Provincial Educational Service and Indian Educational Service, I view the two services as two parallel vertical lines, neither being above or below the other, but each intended to serve certain distinctive ends and to meet certain definite conditions. So far as Burma is concerned, I can see nothing to be gained by upsetting this relation and by confusing under one cadre the personnel and functions of the two services. On the other hand, if the relation is upset, or if the Indian Educational Service is to be regarded as "higher" than the Provincial Educational Service, and officers under certain conditions are to be "elevated" from the latter to the former I foresee not only much friction and many difficulties of detail, but a rapid depreciation of the Indian Educational Service and most unhappy results upon recruiting in England. I venture to quote representations which I have already made elsewhere on this matter.

"*Inter alia* in that letter I discussed the relations of the Indian Educational Service, Provincial Educational Service and Subordinate Educational Service to each other. I suggested that the effect of the re-organisation of the Provincial Educational Service should not be such as to cut off that service entirely from the Subordinate Educational Service or to place it in a more favourable position than the Indian Educational Service; on the contrary, ample facilities for promotion from the Subordinate Educational Service to the Provincial Educational Service should be provided. Similar facilities for transfer from the Provincial Educational Service to the Indian Educational Service were not pressed. It was understood that under the re-organisation of 1896 these two services were equally recognised as 'superior' and therefore were to be treated as parallel; hence the question of 'elevation' from one service to the other could not arise. Differences in pay were due to the fact that the included officers drawn from Great Britain, likely to return thither, and, possibly, having at home families dependent on them, while the other was for natives of India and others permanently domiciled in this country, the necessities of whose social and domestic circumstances entailed upon them much lighter expenditure. It is now proposed apparently to abandon the principle of parallelism between the two services and to 'elevate' from the Provincial Educational Service to the Indian Educational Service those officers who are 'deserving' and have obtained European degrees. While I have no desire to depreciate the claims of natives of India or Burma, and in this Province have made not a few proposals which have resulted in the preferment of Burmans or Anglo-Indians to higher appointments and rates of pay from which they had previously been excluded, I cannot but regard this new departure as unfortunate. The effect of the proposals of 1909 if adopted would have been very materially to enhance the status and prospects of the Provincial Educational Service without producing jealousy among its members, or prejudicing the just interests of the Indian Educational Service. The principle of parallelism (a quite correct one in the conditions) would have been enforced on both the Provincial Educational Service and Indian Educational Service as revised each in its own sphere would have afforded ample scope for the recognition of merit. The present proposals will certainly produce friction and jealousy between officers of the Provincial Educational Service. Thus the possessor of (say) a degree in honours of an Indian university will be slow to admit the superior merit of an officer who has obtained a pass degree at a British university. Moreover, the solatium of a special allowance to the holder of an Indian degree wil not compensate for the position of admitted inferiority to which he will be relegated. Nor will the jealousy be limited to the Provincial Educational Service. An officer 'elevated' from the latter service to the Indian Educational Service must receive either the pay of the Indian Educational Service or special rates of pay, which presumably will not exceed, but may be less than, those laid down for the Indian Educational Service. If he gets less than European officers he will not rest content, and if he is paid on the same scale they, with their far heavier expenses, will have just cause of complaint. It is, I submit, not because they hold British degrees as such nor

* *Vide* written statement containing the corporate views of the members of the Indian Educational Service in Burma, paragraphs 83,411-2.

merely because of European extraction and training, but chiefly because of the relatively high expenditure entailed by their social and domestic needs that officers in the Indian Educational Service are paid on a scale exceeding that of the Provincial Educational Service."

83,361. **(VIII.) Relations of the Services with the Indian Civil Service and other services.**—Because they are of a very general character I have submitted under the following head certain remarks which also bear on this subject.

In Burma the conditions under which the Indian Educational Service work in relation to the Indian Civil Service or the Burma Commission are governed by the Burma Education Code and the orders of Government. The service is, of course, subordinate to the Local Government, but otherwise its relation to the Indian Civil Service and the Commission partakes of co-operation rather than subordination. Speaking generally, I consider that relations are amicable and harmonious, though for reasons stated under paragraph 83,362 some educational officers may feel jealous of civilians, and some civilians may be suspicious or resentful of the claims or attitude or activities of educational officers.

The disabilities from which the service in Burma suffers in comparison with other services are due to certain special causes which time is curing. It is young. Its recognition by the Secretary of State dates from 1899 noly, and it was not till 1904 that this recognition was completed by the creation of a separate Provincial Educational Service and Subordinate Educational Service. It is also a small service. Other Imperial Services in the Province being older and larger, have naturally been slow to recognise it as on a footing of equality with themselves. The facts, too, that formerly inspectors in the Indian Educational Service were granted inferior rates of travelling allowance and were debarred from the use of circuit houses, that officers of the service generally were not in receipt of Burma allowance, that most of them had no status under the order of precedence, that there were no senior or junior allowances similar to those obtaining in the Indian Educational Service in India, undoubtedly placed the service in an inferior position as regards others. All these needless disabilities have now been remedied.

A still more depressing influence, however, and of longer standing, was due to the creation of the Educational Syndicate, and to the transference to it of powers exercised elsewhere by the Education Department. The result was for many years to relegate the latter to a position of patent inferiority, the untoward traditions and effects of which still linger. Essential power in educational matters has indeed been restored to the Department, and the Educational Syndicate shorn of its administrative functions. The position of the Director, however, as the chief educational authority in the province and the prestige of the service as a whole were undoubtedly undermined by the former aggrandisement of the syndicate.

In his relations with Government the Director of Public Instruction continues to work through the secretary in the General Department. Personally I see little objection to such procedure, and little to be gained by making the Director a secretary to Government. On the other hand I consider that, like certain other heads of department, he should have regular and direct access to the Lieutenant-Governor, and that it should not be necessary for him to make special solicitations for interviews.

83,362. **(IX.) Some general remarks on the status and position of the Indian Educational Service.**—However popular some individual educational officers may be, the Indian Educational Service will never be a popular service in the estimation of the general European public in India and Burma. There are many reasons for this. Even in England the average Englishman is not an enthusiast for education. He feels that it is not yet a science, and as an art he finds it extremely dull. It deals in the main with children rather than men, and with a world which is not that of "real life" (*i.e.*, ordinary adult life). Educational administration in its more general aspects may appeal to him, provided that other and more important administrative or executive functions are not open. In India and Burma the administrator has had to deal with education, but for long as a "parergon" only, and in practice it has sometimes been difficult for him to take its problems quite seriously. *Primâ facie* they involve no questions of life and death, nor even the administration of justice in the ordinary sense. Nor does education produce much obvious revenue; on the contrary it is only too liable to make demands on funds much needed for what some consider more useful ends. There is a fear, too, that higher education may spell political trouble. Hence it is not surprising if not a few officers of other services, while approving vaguely of "primary education," show little sympathy with higher education except in so far as it supplies a modicum of tolerably efficient clerks and respectful subordinates. It is natural, therefore, that such officers should take little interest in the Indian Educational Service, except when it relieves them of minor responsibilities of a somewhat tiresome kind. The views of the average professional or business man are similar, but more frankly expressed. Higher education for Indians he regards with feelings akin to dismay, and his opinion of the utility of the Indian Education Service is in inverse ratio to the strength of these feelings. Among non-official educationalists the layman tends to resent the status which official position gives to his colleague in "the Service," and the ecclesiastic professes to be shocked at the godlessness of the instruction which an official teacher purveys for the sake of "filthy lucre."

The fault, however, is to be sought not merely in the nature of men and things as they are outside the service, but also in the temperament and conduct of the educational officer. That he should be more of the scholar than of the man of the world, retiring rather than pushful, shy instead of sociable, are defects of his qualities which may be tolerated if not exactly desired. That he should be gauche, conceited, narrow, touchy, wilfully regardless of social obligations and official etiquette is to be neither desired nor tolerated. Allowances must be made for young men fresh from the universities where they have done well, better very likely than many of those whom they find the chances of a competitive examination have placed in a superior position in this country. Allowances, too, must be made for the fact that whereas in England a police officer, a local magistrate, a collector of revenue does not necessarily rank in popular estimation and actual status before a professor, a schoolmaster, or an inspector of schools, the new arrival finds the position here quite different from that in England. But no man should allow matters of this sort to sap his commonsense or vitiate his outlook on life. If he cannot accommodate himself to the conditions he should go or be made to go. On the other hand he has a right to expect reasonable recognition and the removal of needless disabilities. When the first shock has passed, the sensible educational officer settles down to his work and tries to realise its interests and possibilities. Such a man makes for himself a real position. It is from the men who do this that the service gains its true prestige, not from those who look to a factitious prestige to secure them the respect they cannot achieve for themselves.

If the educational service is never likely to be popular with the European community as a whole, the same cannot be said of it in relation to the people of the country. It is true that in "abru," "izzat," "awza" the educational officer, in an oriental country, can never compete with officers in whose hands lie powers of punishment and taxation, of liberty and imprisonment or of life and death. But he can learn to understand the people's needs and aspirations in their better and higher aspects to an extent that is possible for hardly any other officer. He deals with men not as accused or complainants or petitioners or subordinates, but as parents. And he deals with their children. Unlike the West, the East from of old has ever inculcated respect for the teacher. If the educational officer deals carefully with the parents, kindly with the children and uprightly by both, he will not miss his reward nor need he trouble himself about conventional "awza."

The conclusion seems to be that the scope of the Indian Education Service has necessary and inherent

limitations which a sensible officer will not seek to overpass, but which need not restrict or hamper his proper activities. On the other hand his work is usually less arduous physically than that of many officers of other services and it is carried on with less risk to health, in less isolation and with more amenities. It is more homogeneous, if less diversified, than that of a civilian and brings him into touch with pleasanter aspects of life. It has, moreover, deep and far-reaching interests of its own. Given suitable pay, leave and pension (and by "suitable" is meant such as will enable a European officer to maintain the standard of living necessary for his health and the efficiency of his work and to make adequate provision for his family, their education and their future), and given the removal of unnecessary disabilities, the service offers to the university man interested in education a career which can satisfy his best aspirations.

Mr. W. G. WEDDERSPOON, called and examined.

83,363. (*Chairman.*) The witness said he was Director of Public Instruction, Burma. He joined the service in 1893. He desired to be examined on the written statement prepared by Mr. Covernton, as he had not submitted a statement himself.

83,364. The staff of the Educational service in Burma was composed of 16 members; the Director, 6 inspectors, 2 principals of high schools, and 7 professors, one of whom was the principal of the College. In the Provincial Educational Service there were twenty appointments, one of which was absorbed at present by an officer in the Public Works Department, who was the head of the Engineering School, and two of which were still vacant.

83,365. The witness was in favour of a separation of the professoriate from the inspectorate, as the work of a professor was becoming so specialised that to transfer men from the inspecting to the professorial branch would seriously dislocate the work of colleges. An inspector also requires training as a schoolmaster to be an efficient inspector, and a professor in a college had rarely had an opportunity for that. It was not essential that an inspector should have been a headmaster, but he should have had experience of school work.

83,366. He saw no advantage whatever in inspectors being recruited from the Indian Civil Service, and could not understand the necessity of going to the Indian Civil Service for educational officers. The educational officer was expected to have, and usually had had, educational experience in England, but it was doubtful whether any member of the Civil Service ever had that experience. Members of the Educational service were usually recruited from men who had left college for some years, and had been engaged in the interval in teaching. It would be exceedingly distasteful to them to have to go up for a competitive examination, to prepare for which they would have to spend a good deal of time. The department would lose men who would make admirable educational officers, and not gain men of equivalent value. The larger number of high posts in the Indian Civil Service would prove a greater attraction than anything in the Educational service, and thus the pick of the men would not be got. It would also be restricting the field of selection unnecessarily. The Indian Civil Service men would be between the ages of 22 and 24, whereas in Burma the average age in the Educational service was much over that. If the age of entry to the Indian Civil Service were lowered it would reduce the whole thing to an absurdity. There should be greater elasticity in the matter of age on the professorial side, but on the inspecting side the age of entry should be from 24 to 28.

83,367. The witness believed that the Boards of Education of England and Scotland made the first selection of candidates for the Indian Educational Service, after investigating their antecedents. He was not aware that this investigation led to the elimination of any candidates. Posts ought to be made known more widely than they were at present. In his own case it was the merest accident that he heard of the service at all, his professor having written to him on the subject. At that time posts were not advertised.

83,368. In Burma officers in the superior service controlled all classes of schools, from the high down to the village monastic school. There were only two headmasters in the Indian Educational Service—the principal of the high school, Rangoon, and the principal of the high school, Moulmein; but it was now proposed to recruit two more, both of whom would be in the Indian Educational Service.

83,369. An officer before being made an inspector required a period of five years in a school, but it was not necessary that he should have acted as headmaster. The interests of the school would be met by a five years' service. A short time ago the Government had objected to a proposal to remove a principal on the ground that, as he had only been two years in the school, it would be detrimental to its interests for him to leave it.

83,370. The witness preferred to keep the present division of the service into Imperial and Provincial, and personally had no objection to Indians occupying posts in the Imperial service. There should be no race distinctions. The superior service should contain all the posts of the highest value quite irrespective of race. He deprecated calling the Imperial service the higher service, as he considered the Imperial and Provincial services were parallel. The Provincial service officer undoubtedly thought that the Indian Educational Service officer stood on a higher plane, but that was due to the extraordinary divergence in pay between the two services and might be remedied by levelling up that of the former. He would only agree to Indians being included provided they satisfied the same tests as the English members of the Indian Educational Service.

83,371. In the Provincial Educational Service of Burma there were six assistant inspectors, five of whom were Burmans and one a European, the latter acting as assistant inspector of European schools. There was also one officiating professor of Pali in the College. There was one Indian professor of Mathematics and an Indian lecturer in the same subject. No assistant inspectors were Indians. The Assistant Director of Public Instruction was a member of the domiciled community. All the headmasters of high schools, with the exception of the two principals already mentioned, were also members of the domiciled community. There was one Burman headmaster. The Superintendent of the reformatory was a member of the domiciled community. The Burman assistant inspectors were all graduates, with one exception. The professor of Pali was a member of the Calcutta University. The only Burmese headmaster was a graduate of Cambridge, and was in charge of the school at Prome.

83,372. None of the posts in the Provincial service, which he had mentioned as being occupied by Burmese graduates were posts which should be occupied by officers who had had a European education. They were definitely inferior in quality to the posts in the Indian Educational Service In fact there was no corresponding posts in the Indian Educational Service at all. To this extent the Provincial service was undoubtedly inferior to the Indian Educational Service.

83,373. Similarly, on the professorial side the assistant professors in the Provincial Educational Service were not teaching the same classes as the professors of the Indian Educational Service, and in this respect also the Provincial Service was doing inferior work. On the other hand the professor of Mathematics, who was a Bengali, was the head of his department, and was doing work of equal importance to that done by Indian Educational Service officers. So was the lecturer in Mathematics. Both were now in the Provincial service, but if the present incumbents found it possible to go to England and take a training for two years, they should be promoted to the Indian Educational Service. The professor of Pali should also be an Indian Educational Service officer. There was one Burmese inspector in the Provincial service, who was doing precisely the same work as a member of the Indian Educational Service, and his post should be in the Indian service provided the holder took an English degree. This should be a *sine quâ non* for entrance to the Indian Service. There were not, however, sufficient Burmans with British degrees to hold the posts to which he had

referred, so that for the present they had to be relegated to the Provincial service.

83,374. The witness then pointed out that the service in Burma was a young one. Eleven out of 16 officers had been recruited since 1904. In the early years Burma stood aside, and its officers did not form part of the old graded service. When he came out in 1893 he was the first officer appointed from England. Since then inspectors had been appointed regularly on the same terms as the officers of the Indian Educational Service in India, but they were not definitely included in the Indian Educational Service for some time after his appointment.

83,375. With regard to pay, the witness suggested an extension of the time-scale up to Rs. 1,500, with a higher scale of Rs. 1,500 to Rs. 1,800 for selected appointments.

83,376. His colleagues also had a grievance about their Burma allowances. The moment an officer's pay exceeded Rs. 1,000, he lost this allowance, although his expenses were quite as heavy. The Burma allowances should be given to all members of the service at all stages, as Burma was an exceedingly expensive place compared with India. The members of the Forest and Medical services held the Burma allowances until they reached Rs. 1,250, and he should like to see the allowance given to everybody except the Director, whose pay should be increased.

83,377. The witness considered that Burma experience was absolutely necessary for a Director of Public Instruction, and that a member of the Educational service in India would not have sufficient local knowledge to fill that position in Burma properly. But if there was no one in the Burma Educational Service fitted for the post he would rather have a man from the Indian Educational Service in India than a non-educational officer with Burma experience.

83,378. The case of inspectresses had been discussed at a recent conference, and it was the unanimous opinion that they were not required in Burma. Most of the girls' schools were European schools, and were inspected by the inspector of the circle.

83,379. (*Lord Ronaldshay.*) The officers of the Provincial Service possessed inferior qualifications to those of officers in the Indian Educational Service, and the cadre included a certain number of posts which were inferior to the posts in the Indian Educational Service, and also the Provincial Service received lower pay. Even with those three distinctions he should still maintain that the two services were parallel in the upper region. He did not suggest that the whole service was parallel, because there were no posts in the Imperial service which could be compared with the assistant inspectorships and headmasters of high schools.

83,380. Professors of the Provincial Educational Service would gain an advantage by going to England. The professor of Mathematics, for instance, would profit by contact with European teachers of the first rank, and his methods of teaching and his outlook would be greatly broadened.

83,381. There were no University Professors, giving specialised teaching, in Burma, but the teaching given in the colleges went a long way beyond the sixth form teaching of a public school in England. The curriculum of the Government college in Rangoon included English, Mathematics, Pali, Physics and Chemistry. A man recruited to fill a particular post never transferred but remained a teacher of his subject during the whole of his service. A graded service was quite suitable for teachers of that kind.

83,382. (*Sir Theodore Morison.*) The witness stated that at the time he joined the service the Board of Education had nothing to do with the selection of candidates, and the ignorance, which was prevalent with regard to the service at that time, could not be charged to the Board. He had had no experience of the present system, but judging from the paucity of candidates there must be something wrong. His knowledge of the men at Edinburgh made him feel sure that many would be willing to take up the appointments. It might be, however, that the conditions of pay and leave prevented men from joining.

83,383. With regard to the appointment of Europeans in Burma, it was necessary to obtain the sanction of the Government of India to any appointment the pay of which was over Rs. 200, and also if a man was promoted to an appointment the pay of which was over Rs. 200.

83,384. The remark in the written statement as to the two services being parallel, and intended to serve certain distinctive ends, meant that the Provincial service ought to provide men of the Province with a proper outlet for their ambition, *i.e.*, that they ought to rise to a pay which was worth having, whereas the Imperial service was intended for men recruited from England and offered them a pay which would meet their far greater expenses.

83,385. When the principal of the college in Rangoon went on leave an officer was chosen who could best control the college. It was not necessary that he should be an Indian Educational Service man, but as a matter of fact in practice a Provincial man had never been selected. The only appointment in which the question of seniority as between the members of the two services could possibly arise was the principalship, and as that was a question of selection it did not come into consideration.

83,386. The Director of Public Instruction was not a Secretary to Government, and had no fixed day for visiting the Lieutenant-Governor, but no doubt he could write and obtain an interview, if he wished for one.

83,387. (*Mr. Chaubal.*) The witness could not say what Mr. Covernton meant in his written statement by saying there was no necessity to employ non-Europeans in the Educational service. He probably meant that there was no need for Indians in the higher service. The witness himself, however, did not endorse that view

83,388. (*Mr. Sly.*) There was need of a general pamphlet which would give to candidates information with regard to the Indian Educational Service generally. There was no danger of this leading to claims for misrepresentation against the Government provided that no misrepresentation of the facts was made in it. What was required was a descriptive pamphlet of the life of an officer in India.

83,389. The orders issued by the Government of India, with regard to the right of access to the Lieutenant-Governor of the Director, had not been carried out in Burma. The witness did not know the reason why.

83,390. There was one Government college and one aided college in Burma, and the Government college should in no case be handed over to a private body of trustees. There was a real necessity for a Government college.

83,391. Professors in the Government college could be remunerated either by a fixed rate of pay or an incremental scale. Provided the fixed rate of pay was high enough it might be possible to recruit better men in that way, but there would be dissatisfaction if the service were abolished and the professors recruited solely to particular chairs.

83,392. The present two headmasters in the Indian Educational Service were selected after the witness came to the country. The other two were being selected for Arakan and Bassein. The Arakan school was situated amongst a large Arakanese population, where a Burman would be by no means at home, and it was therefore considered that a European officer would be more suitable. Bassein was a large place with a good public school and certainly ought to have a European head. There were other schools where European headmasters would be advisable, but the funds at present would not permit of the appointment of any more. The headmasters of high schools were in the subordinate service, but the Government of India's idea was to have one Government high school, with a European head, in each district. That however had not yet been fully carried out. So far the schools chosen to be managed by Europeans had been the largest, so as to afford a wider influence for the headmaster, but there was no reason why, as funds were available, smaller schools should not also be chosen. The principle followed was to have one model high school in each district in Lower Burma and one in each division in Upper Burma. There was no distinction in the character of the work to be done in the various schools.

83,393. The headmasters as distinct from the principals of the more important ones were placed in the Provincial Educational and the others in the subordinate service.

83,394. In the Provincial Educational Service recruitment was direct where special qualifications were necessary. For example, a technical instructor in the Engineering School was recruited direct. For ordinary posts men were promoted from the subordinate service. All assistant inspectors had been deputy inspectors. On the professorial side the posts were recruited direct as there were no men good enough for professorial work in the subordinate service. For an assistant inspectorship a man who had been a deputy inspector was to be preferred, if his qualifications were good enough. Very few graduates were obtained for the subordinate service. A graduate preferred to go into the subordinate Civil Service, which offered more prospects. Deputy inspectors were leaving the department at the rate of three or four a year. If the prospects of the Provincial Educational Service were improved he thought the men would stay. A graduate on entering should undergo training for a year as it was necessary that he should have some school experience.

83,395. The witness did not consider it necessary to restrict recruitment to residents of the Province. Power should be given to recruit anyone, but he would not recruit Indians for assistant inspectors though it might be necessary to have Indians for professors.

83,396. The fact that a man could not take long leave before the expiration of eight years had some influence on recruitment. The latest recruit made special application to be allowed to go to England on leave after four years, but was refused. He felt quite sure that, if men had the prospect of returning to England on long leave at an earlier period than eight years, it would go a great way towards making the service more popular.

83,397. (*Mr. Fisher.*) The witness would promote men to be inspectors in Burma between the ages of 28 and 30 and recruit headmasters at about the age of 25. He did not think it was possible to lay down any rule with regard to professors, but the age at which professors were recruited tended to be higher than the average age at which headmasters would be recruited.

83,398. He did not find that a great number of professors were anxious to get into the inspectorate; it was rather the other way round. He had heard one or two say they would like to do two or three years' inspection work provided that they might return to the college.

83,399. During the last few years a little M.A. work had been done in Burma but under great difficulties as the staff was not large enough, and the professors now did it in their own time.

83,400. The type of man required for college work in Burma varied very much. The lower classes were practically high schools, but the upper classes were very specialised. A professor in the lower classes had quite elementary work to do while in the upper classes his work was as high as it could be. It was therefore necessary to recruit men of high attainments. The principal of the college would object to having men detailed for certain work and definitely labelled tutors and not professors. It was essential that even professors should take part in the elementary work as their influence was of considerable value in the junior classes.

83,401. Tutorial allowances could not very easily be given to lecturers or professors, who were specially interested in their pupils, because it was considered that every man ought to be interested in his students. He should not at all object to the system adopted at Oxford and Cambridge, where certain Fellows of the College, who had the gift of dealing with young men were made tutors in addition to their fellowships and lecture work, but it would be much more difficult to work the system in Burma than in England.

83,402. (*Mr. Madge.*) Vacancies in Burma had not always been filled up in the year they occurred owing to the difficulty of finding men.

83,403. It would be an advantage to separate the department into inspection and professorial branches.

83,404. The witness had been the Inspector of European Schools in Burma ever since they were initiated in 1906, and Mr. Cocks was now acting in that capacity. The system of teaching in Burma approximated very closely to that in England, so that a man with English experience found himself well qualified.

83,405. It would be extremely difficult to import professors only for a period of years, because a man who came out would lose touch with Educational affairs in England, and would find it extremely hard to get back into educational work in England again. Also it would have an effect upon recruitment to the service, if prize appointments were taken away from it.

83,406. (*Mr. Abdur Rahim.*) The acting professor of Pali was an M.A. of Calcutta University. Most Burmans took a Pass Degree, and a fair number Honours in English. An Anglo-Indian took a first-class Honours some years ago. Most of them however took the second class B.A. If a man took a first-class M.A. in an Indian University, and had two years' training in Europe, he should have no objection to appointing him to the Indian Educational Service. He laid stress on a certain amount of European education as it gave a man a broader and more general outlook on his subjects. There was less tendency to concentrate on detail. If he were asked to say in a sentence the difference between the two systems he should be inclined to emphasise the fact that in India there was too great a tendency to detail, however accurate or valuable in itself, and not a sufficiently broad outlook on any subject. A training in an English University also tended to develop character much more than the ordinary University life in India

83,407. (*Sir Murray Hammick.*) The witness said the qualifications for the subordinate service in Burma varied very much. The sub-inspectors, the lowest class of inspecting officers, held vernacular qualifications only. An endeavour was made to obtain men with the high school vernacular certificates, but they often had to be taken with a middle school certificate and some length of service behind them as teachers. Above them was the grade of Deputy Inspector, most of whom spoke English and had passed the Matriculation examination. Those men were promoted to assistantships. There was a man in the Provincial Service who had never taken a degree at all. He admitted that officers of the Provincial Service who had been promoted from the subordinate service could in no way be regarded as parallel to officers in the Indian Educational Service.

83,408. (*Mr. Cocks.*) The witness did not think it was likely that a man, who would make a good district officer in the Indian Civil Service, would make a good Educational officer, and he thought that even on smaller pay men, who were interested in education, and who wished for lighter work, and greater leisure, would be prepared to enter the Educational Service.

83,409. A British training was essential for members of the Indian Educational Service, and in the event of a native of India, with an English training, becoming a member of the service, it would be necessary for him to return to England from time to time on study leave to renew his acquaintance with English methods and English ideals, and to study the improved methods and discoveries in his own subject, and generally to keep in touch with western thought and progress. If the service was to be administered on western lines, some familiarity with western ideals was absolutely necessary.

83,410. (*Mr. Munro.*) There was one Inspector in the Provincial Service. He was regarded as being of the same rank as an Inspector in the Imperial Service.

(The witness withdrew.)

M. HUNTER, ESQ., Principal, Rangoon College.

Written statement relating to the Education Department, being the corporate views of the members of the Indian Educational Service in Burma.

83,411. The reorganization of the Indian Educational Service, 1893–96, had effects which were probably not anticipated. The substitution for the four grades of a time scale, *viz.*, Rs. 500–50–1,000 with personal allowances of Rs. 100, Rs. 200–10–250 and Rs. 250–50–500, while it benefited a few men who would under the old rules have been kept longer in the lowest grade

on Rs. 500–50–750, did not increase the average pay of the Service, but reduced it. The number of allowances was calculated on the cadres sanctioned in 1896 with no provision for increase. In the last twenty years the number of officers in the service has approximately doubled, but the number of allowances is in most provinces unchanged. The result is the same as if on the old scales the cadres had been doubled, but the whole of the increase had been in the two lower grades.

The Government of India recognised long ago the unsatisfactory character of the present arrangements, and in 1909 framed proposals to remedy it. It is not necessary here to detail these proposals, but it may be noted that the Service was encouraged to hope that the new scheme would receive early sanction. Unforeseen circumstances postponed such sanction, and the appointment of the Royal Commission on the Indian Services rendered a further postponement inevitable. The effect of these delays has been to inflict grave hardship on senior members of the Service.

The proposals now submitted go further than those drafted by the Government of India in 1909, which did not contemplate any increase in non-effective charges; but strong reasons may be urged why the additional proposals should receive favourable consideration. The Indian Educational Service is recruited from men of high academic distinction, most of whom have had some years' experience in educational work at home, and so join later than men in other services after what really amounts to a longer training than is necessary for other departments. It is not just therefore that the Educational Service should occupy an inferior position in any respect.

PROPOSALS.

83,412. I. *That the scale of pay be Rs.* 500–50–1,500 *and that twenty per cent. of the Service be placed on a higher scale of Rs.* 1,500–100–1,800. *Increments of pay in each case should be annual. The new scale should be sanctioned with retrospective effect*, as was done in the case of the Public Works Department and Imperial Forest Services, otherwise senior officers will benefit but little. It is not contemplated that officers should receive in arrear the pay they would have received had the proposed scale been in force when they joined, but that they should at once be placed on that pay to which their service entitled them, *e.g.*, an officer of sixteen years' service on the date when the new scale is sanctioned should at once proceed to Rs. 1,300. Similarly, an officer who is qualified for inclusion in the higher scale should advance to Rs. 1,500 without working through the intermediate stages between his pay at the time when sanction issues, and the maximum (Rs. 1,500) of the lower scale.

II. *That officers of the Indian Educational Service may retire on full pension after twenty-five years' service, three years of furlough counting as service for pension as under the existing rule. The concession granted in Articles* 403 *and* 404 *of the Civil Service Regulations shall still apply to officers who take the superannuation pension at age fifty-five. For purposes of all pensions the sterling value of the rupee shall be* 2*s.* The last clause merely requests that the pension be restored to the value at which it originally stood at a time when the cost of living was far lower than it is to-day. Of the Imperial Services recruited in England only the Educational Service and the Police are required to do more than twenty-five years' service for pension.

III. *That officers of the Indian Educational Service may have the option of retiring at age fifty or any later age on the pension due under Article* 474 *of the Civil Service Regulations with the proviso above mentioned that the sterling value of the rupee shall be calculated as* 2*s.* Members of the Public Works Department, Telegraph Department, Imperial Forest Service, and Indian Medical Service all receive pensions at their option after twenty years' service, a concession which enables them to retire at an age very much lower than fifty. (See Table II Note.) The work of inspecting officers of the Educational Service involves travelling as arduous and continuous as is involved in the duties of the other services mentioned: with the difference that whereas officers in those services find their travelling very much lessened as their seniority increases, an Educational Inspector is required to travel as much in the last as in the earliest years of his service.

IV. *That officers of the Indian Educational Service who have rendered three years' approved service on the higher scale of pay shall be eligible for the extra pension of Rs.* 1,000 allowed to certain officers of the Public Works Department and other departments under Article 475 of the Civil Service Regulations.

V. *That officers of the Indian Educational Service be graded in the Table of Official Precedence as follows*:—

Those drawing Rs. 800 but less than Rs. 1,200 per mensem to be placed in No. 78 of the Warrant. Those drawing Rs. 1,200 but less than Rs. 1,600 per mensem to be placed in No. 73 of the Warrant. Those drawing Rs. 1,600 or more per mensem to be placed in No. 69 of the Warrant.

This proposal merely brings the service into line with other services. It should be noticed that at present members of the Educational Service drawing Rs. 1,000 or less have no place in the Table of Precedence. There is no other service in this unfavourable position, and an undeserved stigma is thus cast upon the whole Educational Service.

VI. That the Burma Allowance of Rs. 100 be continued to all members of the Indian Educational Service in Burma whatever their pay. This allowance is intended to compensate for the greater cost of living in Burma compared with India, and the necessity and justice of the allowance are not removed by an officer's promotion within the province. The recent Commission showed that Rs. 100 was in fact a very inadequate compensation.

VII. That in the event of either those alterations in the pay of other members of the Indian Educational Service in Burma which were recommended in 1909–10 by the Local Government to the Government of India, or those now proposed in the draft memorandum or such others as may be approved by the Royal Commission coming into effect, the proposals regarding the pay of the Director of Public Instruction in Burma contained in paragraph 10 of the Director's letter* to the Local Government, No. 13,103-

* Extract letter from J. G. Covernton, Esq., M.A., Director of Public Instruction, Burma, to the Secretary to the Government of Burma,—No. 13103—24E.–50, dated the 1st November, 1909.

* * * * *

10. In the third portion of paragraph 8 of the letter of the Government of India it is indicated that the new scheme would entail a revision of the pay of the Director of Public Instruction in Burma. At present the initial pay of the Director of Public Instruction in this Province begins where that of the Senior Inspector (if he is in receipt of a senior allowance) ends, namely, at Rs. 1,500. The new proposals will enable members of the Indian Educational Service subordinate to the Director to attain to a maximum pay of Rs. 1,800, a sum within Rs. 200 of the present maximum of the Director. Such a position is obviously anomalous and a revision of the Director's pay will become necessary. Looking to the present and future importance of Burma and to the development of Education therein as well as to the expensiveness of living and the nature and quantity of the work that befalls a Director in this Province (the burden of which as compared with that devolving upon a Director in a Province like Bombay I am in a position to estimate) and bearing in mind the qualifications that the Government is entitled to require in the incumbents I suggest that the pay be raised to Rs. 2,000—2,500 per mensem. If it be objected that the acceptance of such a proposal would place Burma on a level in this respect with a major Province I would respectfully point out that educational developments and problems here, though no doubt different in certain aspects from those of other Provinces, are at least as important and make the same demands upon the capacity and energy of the officer concerned with them. It is scarcely feasible to appraise exactly the bulk and difficulty of the work devolving personally upon Directors in various Provinces but there is reason to believe that substantially there is not so much difference as is commonly supposed; the special difficulties and complications belonging to one Province will be absent in another but their place is taken by others requiring an equal amount of time and labour for their proper understanding and solution. It has been tacitly acknowledged that the work of Inspectors in the Indian Educational Service though not uniform in kind throughout India is such as to justify a uniform rate of substantive pay. On the same basis it may be suggested that the substantive pay of Directors of Public Instruction should be made uniform, special local allowances perhaps being permitted in addition in cases where an excess of work is indubitably established. From this standpoint comparison of the position of the Director of Public Instruction in Burma with other local Head of Departments beside being invidious becomes irrelevant and I have therefore refrained from undertaking it.

* * * * *

24 E.-50 of the 1st November, 1909, should also come into effect from the same date.

VIII. That in regard to appointments to the post of the Director of Public Instruction in any province the ruling of the Secretary of State as contained in the Government of India's Resolution No. 679-688 of the Home Department, dated the 12th September, 1906, should be strictly complied with, and that no officer should be appointed to the post of the Director of Public Instruction from any service other than the Indian Educational Service, unless no suitable officer of the Indian Educational Service were available in the province concerned or in any other province.

TABLE I.

Approximate average Age of joining.

Indian Educational Service (Burma) ...	27½
Indian Medical Service (Burma) ...	25½
Indian Civil Service (Burma)	24
Indian Civil Service (old rules)	22
Coopers Hill Men:—	
Public Works Department	22
Forests	
Telegraphs	
Imperial Police	20

TABLE II.

Average age, after twenty-five years' qualifying service, assuming that four years have been spent on furlough.

Indian Educational Service (Burma) ...	53½
Indian Medical Service (Burma) ...	51½
Indian Civil Service (Burma)	49
Indian Civil Service (old rules) ...	47
Coopers Hill Men:—	
Public Works Department	48
Forests	
Telegraphs	
Imperial Police	46

N.B.—Members of the Indian Medical Service can retire on first pension at age 46½ and Coopers Hill Men, in the Forests, Public Works Department and Telegraphs at 43, assuming that they take three years' furlough.

Mr. M. Hunter called and examined.

83,413. (*Chairman.*) The witness was Principal of the Rangoon College. He joined the Educational Service in 1890 when the college was under the management of the Educational Syndicate, acting first of all as Lecturer in Chemistry and Physics and then in Chemistry. He represented the views of the officers of the Indian Educational Service, and the written statement put in represented the unanimous opinions of the members of the service as far as they could be ascertained.

83,414. The witness considered that those members of the Indian Educational Service who were quite young had no present grievance with regard to their pay, but they desired that the time-scale should be extended beyond Rs. 1,000 to Rs. 1,500, with a higher grade from Rs. 1,500 to Rs. 1,800, in which promotion would be made by selection.

83,415. There were certain posts, now in the Provincial Service, which might be placed in the higher service provided that the holders were duly qualified. In the Rangoon College the professor of Mathematics was doing the same work as would be done by a professor of Mathematics in the Indian Service. He thought it was anomalous that posts requiring the same work should be in different services. The only difficulty in grouping the posts according to their value was the cost to Government.

83,416. The service would like the inspecting and professorial branches to be divided, leaving latitude in exceptional instances to the Government to transfer from one to the other, but such transfers should be very exceptional.

83,417. The proposal that certain professors should be recruited on fixed salaries would not work well. Unless salaries were very high they would not attract good men. Professors at a fixed salary in the midst of a graded service might be dissatisfied at seeing men continually rising when they were not able to rise themselves; but if by a substantial salary was meant a higher salary than the senior men now obtain it was quite probable the men would be satisfied with it. Scientific men would have to be given a very high salary, and even then there would be some difficulty in getting them to come to Burma.

83,418. At present the qualifying service for pension was thirty years, so it was often impossible for a man to retire until he reached the age-limit. In most other services, when a man had earned his pension, he could retire, but there was no provision in the Educational Service for a man to retire earlier than after 30 years' service.

83,419. On the subject of the warrant of precedence, the witness said personally he had not experienced any difficulty himself, but he noticed in other services, such as the Forest, and to some extent the Police, men of practically the same standing in years were higher in precedence than men in the Educational Service. As a matter of fact the grievance had been to a large extent corrected by a recent notification.

83,420. It was regarded by the service as a distinct hardship that the Burma allowance terminated at Rs. 1,000, and it was thought it should be continued throughout the service.

83,421. Local knowledge was very important for the Director of Public Instruction, but it was more important still that the officer should be a man in the Educational Department.

83,422. Generally speaking, in the Rangoon College, all the professors were doing the same class of work. The English work was divided up amongst the English professors, who alternately took the senior classes and the junior classes. In Mathematics one man, the lecturer, took the much lower work, while the other, a professor, was chiefly engaged in the higher work. In Chemistry the higher work was taken by a professor, while the witness himself took the second year classes. There was one Indian assistant professor, a lecturer in Mathematics, and he, with the professors of Mathematics and Pali, were the only Indians in the college belonging to the Provincial Educational Service.

83,423. (*Sir Murray Hammick.*) In the Rangoon college there were professors in Pali, Mathematics, Chemistry, Physics, Philosophy, and three professors of English. The Pali and Mathematical professors were in the Provincial Educational Service, the remainder of the professors being in the Indian Educational Service. There was a Lecturer in Chemistry and a Lecturer in Pali in the subordinate service; and in the same service there was a Demonstrator of Chemistry, two laboratory assistants in Chemistry, and a laboratory assistant in Physics.

83,424. There was a proposal in Rangoon to constitute a University, making the Rangoon college the basis. The college contained 410 students, and had a hostel attached to it accommodating 84, and also three rented houses which would accommodate 116 students. The officers in charge of the houses were in the subordinate service, and none of the Indian Educational Service men lived at the college except the witness himself.

83,425. (*Sir Valentine Chirol.*) There was no professor of History in the college as no History was taught.

83,426. (*Mr. Abdur Rahim.*) There were no M.A. classes throughout Burma, but occasionally a student was taken privately by a professor. There were eight in the fourth year class of the Honours B.A. in English, three in Pali and one in Mathematics. In the third year class there were eleven taking English and three Pali. History was not a compulsory subject for the Intermediate examination. All the professors in the Indian Educational Service had European qualifications.

83,427. (*Mr. Sly.*) With regard to pensions, there was a special rule allowing an officer to count his age above twenty-five for pension subject to a maximum of five years, but that allowance was only granted when a man retired under superannuation. If a man

joined at twenty-seven he would have to go on until he was fifty-five in order to retire on his pension. The proposal put forward by the service was that the period to be served for pension should be reduced to twenty-five years, and that the special allowance in age beyond twenty-five should not count in that service except in cases of superannuation.

83,428. In the Provincial Educational Service there were two posts on the professorial side. He would leave it to the Government to decide whether recruitment to them should be by promotion from the subordinate service or direct. The professor of Pali in the college was a teacher of Pali in the Government High School, and was originally in the subordinate service.

83,429. (*Mr. Chaubal.*) The witness said there had been no actual demand on the part of students for History, but many would take it if it was taught in the college. No representations had been made to Government on the subject.

83,430. (*Sir Theodore Morison.*) One of the professors of the college was termed a professor of English and History, but he did not teach History. He was appointed in 1908, but the proposal for the post was sent up in 1906 when the change in the regulations in the Calcutta University was not anticipated, and it was considered at that time that a man might be able to combine both English and History under the old regulations. The college was inspected by the Calcutta University, and if that body thought the college was inadequately staffed in the matter of History they would prevent students being sent up. The college had to be affiliated in special subjects and it was not affiliated in History.

83,431. (*Lord Ronaldshay.*) The witness said that supposing a proposal similar to that put forward in the first suggestion in the written statement was granted, namely, that 20 per cent. of the service should be placed on a higher scale, he would not ask that any of the personal allowances should continue.

83,432. (*Mr. Cocks.*) The witness was inclined on further consideration to suggest that the increment should for the first ten years by Rs. 50 to Rs. 1,000 and then by Rs. 100 to Rs. 1,500 so that men might reach the maximum in fifteen years. A man after fifteen years would be qualified for promotion to the higher scale if he were suitable and there was a vacancy. Under the present proposals it would take twenty years for a man to reach the higher scale.

83,433. The witness considered that not only the Director of Public Instruction should be given to the Indian Educational Service, but that of Deputy Director also. He had heard of no case in which it was proposed to put in an Indian Civil Service man.

83,434. (*Chairman.*) The witness said he did not propose that selection should be exercised from Rs. 1,000 to Rs. 1,500. He would run from Rs. 500 to Rs. 1,500 automatically without any selection bar, the selection taking place after the Rs. 1,500 grade had been reached.

(The witness withdrew.)

O. M. B. WHITE, ESQ., Assistant Director of Public Instruction, Burma.

Written Statement relating to the Education Department, being the corporate views of the Members of the Provincial Educational Service in Burma.

83,435. Of the 18 members of the Provincial Educational Service, 14 were present.

The members of the Provincial Educational Service consider that recruitment for the Provincial Service should be restricted as far as possible to selection from the members of the Subordinate Educational Service. They believe that if this method were adopted it would have the effect of making the Subordinate Educational Service more popular and it would therefore attract a superior type of recruit to that obtainable under the present conditions of service. The existing cadre of the Provincial Educational Service comprises 18 appointments and some of these, by the nature of the qualifications required, are practically closed to members of the Subordinate Educational Service. In order to improve the prospects of the Subordinate Educational Service it is recommended that the number of appointments in the Provincial Educational Service be increased by the inclusion of all Headmasterships of Anglo-Vernacular Normal and Anglo-Vernacular High Schools and the post of Superintendent of the office of the Director of Public Instruction.

83,436. **(I.) Method of recruitment.**—It is further recommended that the five appointments, viz.,

1. Head Master, Government School of Engineering, Insein,
2. Technical Instructor, Government School of Engineering, Insein,
3. Professor of Pâli, Rangoon College,
4. Professor of Mathematics, Rangoon College,
5. Lecturer of Mathematics and Physics, Rangoon College,

be filled by selection, preference, however, being given to members of the Subordinate Educational Service, and that all other appointments in the Provincial Educational Service be filled by promotion of officers of the Subordinate Educational Service.

83,437. **(II.) System of training.**—In view of the recommendation regarding recruitment stated in paragraph 83,436, provision for further training seems to be unnecessary.

83,438. **(III.) and (IV.) Conditions of service and salary.**—The members consider:—

(*a*) that all officers should start from a salary of Rs. 300 per mensem rising by annual increments of Rs. 40 to Rs. 700, and that the salary should be raised to Rs. 800 on the completion of 15 years' approved service;

(*b*) that there should be two special personal allowances of Rs. 100—20—200, to be granted by the Local Government for approved service to selected officers of not less than 15 years' standing;

(*c*) that there should be a limited number of appointments corresponding to the listed posts of the Executive and Judicial Services. The officers appointed to these higher posts should receive Rs. 800 rising to Rs. 1,300, the increments being annual;

(*d*) that officers of the Provincial Educational Service when stationed in Rangoon should receive a local allowance;

(*e*) that the officer holding the post of Assistant Director of Public Instruction should receive a special allowance of Rs. 100 per mensem;

(*f*) that for the purposes of travelling allowance members of the Provincial Educational Service should be treated as officers of the first class. In this connection they would point out that officers of the lowest grade of the Provincial Civil Service drawing Rs. 300 per month when in charge of a Civil Subdivision enjoy the privileges of a first class officer, whereas Assistant Inspectors of Schools on the same salary whose duties extend over at least a Commissioner's Division are treated as officers of the second class;

(*g*) that an officer of the Provincial Educational Service holding the office of Inspector of Schools, whether substantively or temporarily, should be entitled to the same daily allowance as that enjoyed by officers of the Indian Educational Service in a similar capacity;

(*h*) the need of re-organization and improved conditions of service in the Burma Provincial Educational Service has long been recognized by Government, and proposals, approved by the Governments of Burma and India, were submitted in 1909. In the ordinary course the scheme would have been sanctioned from the 1st April 1911, but circumstances seem to have arisen which caused a postponement. The appointment of the Royal Commission has now rendered a further postponement necessary, and no improvement can be expected before the 1st April 1915. The delay will seriously affect many of the present members of the Service. It is therefore urged that the improved conditions when sanctioned should have retrospective effect from the date on which the postponement took place. It is not contemplated that officers should receive arrears of pay, but that they should at once

be placed on that pay to which their service under the improved conditions would entitle them.

83,439. **(V.) and (VI.) Conditions of leave and pension.**—The members have no proposals to add to those already submitted by the Director of Public Instruction in reply to the Government of India's letter containing certain proposed amendments in the Civil Service Regulations.

Mr. O. M. B. White, called and examined.

83,440. (*Chairman.*) The witness had held his post since May 1911. He was previously headmaster of a school, but at that time (*i.e.*, when he was appointed Assistant Director), he was officiating as an Inspector of Schools. He had had 33 years' service. He was originally recruited to the service by being taken on as a very junior schoolmaster in the Government High School at Rangoon in 1880. He was appointed to the Provincial Service in 1905. Prior to that he was in the Subordinate Service. He had been partly educated in Rangoon, and partly in India. He possessed no degree.

83,441. His duties as Assistant Director were generally speaking to look after all the routine work of the office, and to assist the Director by putting up notes to him on important cases. The very important cases the Director usually dealt with himself. For instance, if Government called for general proposals for spending large grants, the witness helped the Director in drawing up the details of them, but the general heads under which the Government would be asked to spend the money would be defined by the Director himself.

83,442. Generally speaking, the written statement represented the views of the members of the Provincial Educational Service in Burma. It was drawn up at a meeting and accepted by those who were present.

83,443. The Provincial Educational Service in the witness's opinion was not of an equal status with the Indian Educational Service; he thought it occupied a subordinate position. In the majority of the appointments he thought the work done by the Provincial Educational Service was of a less important nature than the work done by the Indian Educational Service, but in a few instances the work being done was more or less on an equality.

83,444. There was no feeling in his Service of grievance with regard to its relationship to the Indian Educational Service, with the exception of one member who considered that there should be no distinction. That gentleman did not occupy a position in the Provincial Educational Service which could be regarded as of equal value to a post in the Indian Educational Service.

83,445. The witness agreed to the suggestion that the Provincial Educational Service should be recruited from the subordinate service. It was the opinion of the members of the Service that that should be the sole means of recruitment to the Provincial Educational Service. There had been cases of direct recruitment to the Provincial Service other than by promotion from the subordinate service, but in the case of those appointments special qualifications had been required. For instance, at present the headmastership of the Government school of engineering was held by a Public Works officer, who had been lent to the Department. The appointment was a temporary one. Another appointment was that of the technical instructor of the school of engineering.

83,446. The witness would not favour as an alternative method of recruitment to the Provincial Service the appointment of good graduates from a college direct into the Service, unless there were no men available in the subordinate service. He regarded it as important that an officer should have experience in the subordinate service first.

83,447. The duties of a Deputy Inspector in the subordinate service, and of an Assistant Inspector in the Provincial Service, were similar in nature, but the Assistant Inspector had more powers than the Deputy Inspector, for instance, in giving boys passes, in giving school grants, in selecting teachers for salary grants, and so on. Very often Deputy Inspectors in the subordinate service officiated as Assistant Inspectors. There was not a great deal of difference between their duties. He would not favour the suggestion which had been made to the Commission by certain witnesses, that Deputy Inspectors should be incorporated into the same service as the Assistant Inspectors, because he thought, in the first place, it would make the Service much too large. With regard to the suggestion that, if such a scheme were adopted, a large number of the Assistant Inspectors might be dispensed with, and that the work could be merged, the witness said he thought it was necessary to have Assistant Inspectors, because they were really of great assistance to the Inspector of Schools. In Burma Inspectors of Schools had large areas to administer and they needed such assistance.

83,448. He thought better officers would be obtained by recruitment from the subordinate service than by direct recruitment, and that it would improve the subordinate service, if prospects were held out to men of their being able to join the Provincial Service from the subordinate service.

83,449. With regard to the request contained in the written statement that members of the Provincial Educational Service should be treated as first class officers for the purpose of travelling allowances, the witness said that referred chiefly to assistant inspectors of schools, who felt that men of the Provincial Civil Service who were in similar positions to theirs, and in some cases in inferior positions, were allowed to travel as first class officers, while they were not. As a matter of fact, assistant inspectors of schools invariably travelled as first class officers, although they did not obtain a first class travelling allowance; they paid the difference out of their own pocket.

83,450. The members of this Service had not considered the point whether they would like to have the professoriate and the inspectorate recruited for separately.

83,451. (*Lord Ronaldshay.*) The lowest paid man in the subordinate service got Rs. 15, and the highest Rs. 400 a month. It did not follow that distinguished graduates would have to start at Rs. 15; they would probably get posted to the top appointments. He agreed, however, that good men would not go into the subordinate service, with a mere possibility of being promoted to the Provincial Service, if they could enter direct into the Provincial Service. He thought the Provincial Service ought to be recruited almost entirely by promotion from the subordinate service, because he wished to see the subordinate service improved. If good men could be got into the lower service they would, by their experience, be of much more use when promoted into the Provincial Service than new men recruited direct into the Provincial Service.

83,452. (*Mr. Sly.*) With regard to the scale of pay in the Department, the witness recommended an initial salary of Rs. 300 rising by Rs. 40 to Rs. 700. He thought it was a good and reasonable scheme for a service that the maximum rate of salary should be reached in 10 years. He had in mind the fact that Provincial Service officers would serve in the subordinate service for a certain period before going into the Provincial Service.

83,453. The witness had not considered what appointments should be listed. He thought that there would be difficulty in listing appointments. It would be simpler and more satisfactory to allow a certain percentage of officers who were deserving the higher scale of pay instead of selecting certain posts. He said that by item C under the head "Conditions of Pay and Service" of their written statement the members of his service meant that there might be a certain number of appointments in the Indian Educational Service, which were usually held by members of the Indian Educational Service, listed for them, as was done in the Provincial Civil Service.

83,454. (*Mr. Fisher.*) Such posts would be filled by officers of the Provincial Service who were deserving of them, and capable of doing the work. If such men were not forthcoming, the posts should not be given.

83,455. With reference to the suggestion that five appointments should be filled by selection, and all other appointments should be filled by promotion, the reason

why that distinction was made was because it was felt that those appointments could not ordinarily be filled from the subordinate service. Three of those appointments were now held by men who had not come from the subordinate service.

83,456. As to the question whether every other post at present held in the Provincial Educational Service could in general be filled by members recruited from the subordinate service, the witness said he should not say that all the appointments could be so filled, but as time went on, when the subordinate service was improved, he thought they could.

83,457. (*Mr. Madge.*) The view expressed in the written statement with regard to recruitment was not based upon an opinion which was held in some quarters, and which had been held by the Director of Public Instruction in Bengal, that the mere passing of an examination for a degree did not give all the qualifications it was supposed to give. The witness did not think the members took that view at all. The recommendation was made excusively with the object of improving the Service.

83,458. Referring to the five appointmetns set out in the written statement, the witness said he did not expect to find a technical instructor, or a professor of Pali in the subordinate service, but if there was a man capable of holding those positions in the subordinate service, he should be given the preference. There were men in the subordinate service who had some kind of University training. There were one I.M.A., ten B.A.'s, and a large number of I.A.'s. His reason for wanting the subordinate service improved was to encourage recruitment in that service.

83,459. A starting salary of Rs. 300 was proposed, because his colleagues considered they should be treated in the same way as the Provincial Civil Service, where the initial salary was Rs. 300 rising to Rs. 800.

83,460. (*Mr. Cocks.*) With regard to the difference between the work of a Deputy Inspector of Schools and an Assistant Inspector of Schools, the latter was the superior officer, and inspected and checked the work of the Deputy Inspector, and controlled him in every way. He also recommended action which the Inspector might take.

83,461. The written statement as a whole represented his own personal views. Ordinarily he would say that recruitment should be from the subordinate service, but he would not make it the only source of recruitment.

83,462. (*Mr. Munro.*) It would almost invariably be the case that men promoted from the subordinate service to the Provincial Service were graduates. The majority of men in the Provincial Service at the present time were graduates.

(The witness withdrew.)

At Calcutta, Wednesday, 17th December, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.	ABDUR RAHIM, ESQ.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.	GOPAL KRISHNA GOKHALE, ESQ., C.I.E.
SIR THEODORE MORISON, K.C.I.E.	WALTER CULLEY MADGE, ESQ., C.I.E.
SIR VALENTINE CHIROL.	FRANK GEORGE SLY, ESQ., C.S.I.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.	HERBERT ALBERT LAURENS FISHER, ESQ.

JAMES RAMSAY MACDONALD, ESQ., M.P.

And the following Assistant Commissioners:—

E. E. BISS, ESQ., Principal, Secondary Training College, Dacca.

JOGENDRA NATH DAS GUPTA, ESQ., Presidency College, Calcutta.

M. S. D. BUTLER, ESQ., C.V.O. C.I.E. (*Joint Secretary*).

W. W. HORNELL, ESQ., Director of Public Instruction, Bengal.

Written statement relating to the Bengal Education Department.

83,463. *PREFATORY REMARKS.*—The area of the Education Department of Bengal is wide, and its functions are diversified. This is true presumably of every Education Department in the world, for the province of education is the whole life of the community. What, however, differentiates the functions of the Central Educational Authorities in India from the Central Educational Authorities of practically all the other parts of His Majesty's dominions—the States of the Commonwealth of Australia are, so far as I am aware, the only real exceptions and their conditions are very different—is that while the responsibilities of the latter are almost exclusively confined to control, guidance and supervision, the former have to combine these responsibilities in an intensified form with the direct administration of educational institutions of all grades. Thus the department which the hierarchy of the Local Government and in a clearly defined relation of subordination thereto administers education in a Province like Bengal consists with reference to one aspect of its work of a Director and Assistant Directors, a Superintendent of Industries and Inspecting officers of all grades, and with reference to another aspect of its work of Principals and Professors of Arts and Technical Colleges, Head-masters and Head-mistresses, scohol teachers and special instructors, not to mention a whole army of clerks who are still included within the grades of the services, though it is now proposed that they should be formed into a cadre by themselves.

The organisation into a Government service of so heterogenous a collection of persons was bound to involve difficulties which have increased and will increase further with the development of the community, but there are certain difficulties inherent in the attempt to organise and administer not only education but educational institutions through the medium of a Government service, which are apt either to be overlooked altogether or obscured by the repetition of unimpeachable commonplaces. Everyone has an infallible receipt for educational shortcomings, and as regards the critics of the present system of educational administration in India, and they are many both inside and outside the ranks of the Educational services, each has his peculiar grievance and his particular shibboleth. I shall allude to some of these in the course of this memorandum. Meanwhile by way of preface I would venture to classify the problem under three main aspects:—

(1) What are the various functions which the Education Department should attempt to perform with

reference to the spread and development of the education of the community?

(2) What various types of officers are required for the performance of these various functions?

(3) What are the conditions under which the various functions of the Educational Department will be most smoothly and effectively performed by the various types of officers concerned?

Having stated the problem as it appears to me, I will deal first of all with the heads prescribed and then try and summarise my impressions.

83,464. **(I.) Methods of recruitment.**—As to the Imperial Service, I was for three years Secretary of the Selection Committee which was constituted by the Secretary of State in 1910 to advise him with reference to appointments. It would be superfluous for me to describe the working of this system, for its methods must be well known to the Commission, nor can I be regarded as an unprejudiced critic, seeing that I had a good deal to do with the evolution of this system. Personally I think that it is as good a system as could in the circumstances be devised. Whether it has succeeded in securing for the Indian Educational Service the type of officer that is really required, time alone can show, but I do claim for the system that it made the openings of the Indian Educational Service known throughout the British Isles. I mention this, because I see that statements are even now made which amount to a suggestion that these appointments are still made in a hole and corner way. A recent critic said that it would be an advantage, if the vacancies were advertised. But they frequently are advertised, though very little comes of advertisement and a notice of every post is circulated to practically every institution or person in the British Isles, who might conceivably know of possible candidates. I admit that the result of all this is frequently a very poor field of selection. I do not admit, however, that it is any way due to the method of recruitment.

Again, I have seen it suggested that the Local Government and not the Secretary of State should make the appointment, on the ground that the former must know the requirements better than the latter. The basis of this suggestion is clearly that the main field for recruitment of all posts should be India and not England, and if this be conceded, there is of course nothing more to be said. To this point I shall revert in dealing with No. 7 of the heads prescribed by the Commission. I would, however, mention here that an attempt is as a fact always made by the Selection Committe, in dealing with a particular post, to obtain the services, in connexion with the interview of candidates, of an officer with a knowledge of the local requirements. In the course of my three years' experience of the working of the Selection Committee it was frequently possible to arrange that the Principal of the College should be on the Committee which was interviewing candidates for a Professorship of his College, or that a Director of Public Instruction should attend the interview of the candidates for an Inspectorship in his Province.

As to the methods of recruitment for the Provincial and Subordinate Educational Services, I have nothing which I wish to add here, though incidentally and with reference to the former I shall have to refer to the matter in dealing with head No. VII, paragraph 83,469.

83,465. **(II.) System of training and probation.**—It is difficult to make any recommendation which could be applied uniformly to the service as a whole, seeing that the officers recruited are called upon to play from the time of their arrival many different parts. What may be desirable in the case of a man who is going to be, to start with, at any rate, an Inspector of Schools or a Head-master of a High English School might be unnecessary and even unsuitable in the case of a man who was going to be head of a Chemical Department or Vice-Chancellor of the University of Dacca. In the case, however, of all those who are appointed in England to inspecting posts or head-masterships which may be expected to lead on to inspecting posts, I hold strongly that they ought to have two years' special preparation before coming out. The main object of this period of preparation should be the study of Indian languages and India generally—and I imagine that such a place as the proposed Oriental School in London would be suitable for this work—but this work might well be combined with some special study of teaching and school systems which could be arranged without difficulty by the Board of Education under the existing agreement between the Board and the India Office. I would go further than this and insist upon this preparatory period of study for all those under a certain age who were coming out in the ordinary course (*i.e.*, not to special posts) to the arts sides of Government Colleges. The scientist as a specialist might perhaps be exempted. I would also make this period of preparation in a real sense a period of probation. I can conceive of such an institution as the Oriental School in London, if it were used for the purpose above indicated, becoming a sort of centre for those who were interested in the educational problems of India, and I do not see why some experienced officer of the Indian Educational School, should not be made Director of Studies for the probationers for educational work in India. I would not advocate prescribed examinations which all probationers must pass before they can go out, but I would require the Director to submit reports as to the work of each and if he thought that a particular probationer was not really keen about India or likely to adapt himself to the conditions prevailing there his enthusiasm for his special studies would be some index of this—he should be able to report to the Secretary of State who would consider whether the man's services should not be dispensed with. I quite admit that under existing conditions, when men are frequently badly wanted at short notice and candidates are difficult to get at all, it would be impossible to introduce any such system. But unless Government changes its present policy, the development of education is bound to increase the demand for men and women to work in the educational field in India; and if we may assume that it will continue to be considered desirable that at least a certain proportion of these persons should be British, it is, I think, high time that the recruitment and preparation of those who are to do educational work in India should be more clearly thought out and systematised. The number of Britishers really suitable for educational work in India and at the same time willing to come will probably always be small. It would facilitate the recruitment immensely, if provision could be made for selecting a certain number of candidates and placing them on probation every year or every other year, provided that the right persons were forthcoming. This would enable the Selection Committee to be practically always ready to snap up a good man, whenever they found him, whereas now, when a good man is obtainable, it not infrequently happens that there is no suitable vacancy available.

The difficulty of any such arrangement is that a certain number of persons with special qualifications are required, but there will be for many years a considerable number of posts which require general intelligence and character rather than specific scientific knowledge or scholarship. The University system of which Dacca is a foretaste will perhaps increase the demand for specialists, but then it seems to me that the introduction of this system may involve a considerable departure, as regards recruitment and terms of the employment, from the conditions which now prevail in the service as at present constituted. To this point I shall return.

83,466. **(III.) Conditions of service, and (IV.) Conditions of salary.**—That there is a good deal of discontent in the Educational Department of Bengal is incontestable. This is, I think, due partly to conditions under which officers are required to work, partly to the inadequacy of the pay drawn by the more senior members of the service and to the lack of reasonable prospects; mainly perhaps, though this would not be generally admitted, to an undefined feeling of dissatisfaction which the more enthusiastic workers in the educational field tend to feel to a greater or less degree all the world over, but which is inevitably intensified in India.

The sphere of the educationalist's activity is practically co-extensive with life, and the material to the making or marring of which he in no small degree

contributes is the lives and characters of the rising generation. This is the merest commonplace, but what is I think not always realised—in the nature of things it could not be—is the feeling of despair which seizes from time to time the most optimistic of those whose work is education as to the value of their work, when in moments of depression they consider the appalling difference which always separates what is from what might be. If he is to count for anything, the man whose work is education is bound to be something of an idealist; a mere organiser may construct the necessary machinery, he cannot make education a living force. It is but natural that the educational officer in India should sometimes feel sick at heart and very weary, for the whole system of English education in India is of the nature of an experiment. In the course of centuries of English development certain educational institutions have grown up, and certain educational conventions have been accepted. It is idle to expect that educational arrangements which have produced certain results in England will produce similar results when transplanted to Bengal. In the course of transplantation these arrangements have undergone vital, though perhaps imperceptible, changes, and the conditions under which they have to operate here are fundamentally different. And yet we have little but English experience to go on, for the social and economic changes which are taking place in Indian society are always extending the bounds of the educational field, so that what would suffice yesterday is inadequate to-day, and as one difficulty is realised another appears.

Moreover, an Englishman's work in India is very much more his life than is the case with, say, a Civil Servant in London. Consequently a specific grievance or a general feeling of dissatisfaction which a member of any department of Government in India may feel colours his life much more deeply than it would in the case of a Government servant in England. If I am vague and general, it is because I only rejoined the Indian Educational Service a few months ago after an absence of five years, and though during these years I was closely in touch with members of the service who were on leave, I know that there are others who are appearing before the Commission who are much better qualified to voice its feelings. What I do feel, however, is that apart from any specific grievances the conditions under which officers of the Education Department are called upon to work are not such as to conduce to contentment or satisfaction, though they may have the stimulating effect which difficulties produce on the more sanguine temperaments. My observations are written with the British rather than the Indian officer in view, not because I think that the point of view of the former is more important than that of the latter, but because I am naturally more in touch with the Britisher's point of view.

Let us take then the case first of all of a young Englishman who having had a successful career at the University, and having done some stimulating teaching work for two or three years makes up his mind to accept an appointment in the Indian Educational Service. If the opening which he accepts is on the teaching side of the service, it must be realised that what he is offered is a Professorship or Chair in some subject at a University College. No amount of explanation in London by those who know the facts will ever really make him grasp the vast difference between the work, which he will be called upon to do and the conditions under which he will be called upon to do it, with anything that he has ever associated with University teaching in England, especially with the tenure of a Professorship. The difference will of course vary with the work he is called upon to do on arrival, whether he is called upon, for example, to undertake work in connexion with the first two years of the University course or post-graduate work. I am not condemning the arrangements or asserting here that they should be otherwise. I am merely attempting to analyse the situation from the point of view of a newly recruited educational officer from England. In the great majority of cases such an officer has got to adjust himself to an environment of which he had previously no conception. Moreover, he finds himself part of a gigantic examining system. He has practically no say in what he shall teach. His business is to train for certain examinations, over which he has neither influence nor control, students whose careers in after life depend, to an extent absolutely unknown in most walks of life in Great Britain, on their success in these examinations. He probably settles down, and having determined to make the best of it does really useful though unostentatious work, but he is probably always conscious of the pressure of a system which is practically external not only to himself but also practically to the college of which he is a member.

Again let us suppose that a man of the same qualifications accepts at about the same stage of his career an Inspectorship of Schools in the Indian Educational Service of Bengal. Possibly he is an enthusiast on the teaching of some particular subject, say English. He feels that the post in Bengal will give him the particular and general scope that he wants. He lands in India and is sent to a Division, of which he is at once placed in charge, the High Schools of which it would take him 2 years to visit. He finds himself the centre of a vast machine, responsible to the central office for a system of Government schools, the addition of a rupee to the wages of one of the sweepers of which will involve him in a lengthy correspondence. The size of his province and the mass of administrative and business details are almost overwhelming to a new comer and small blame to him if with ever-growing dissatisfaction he feels that the work which he really ought to be doing, namely, that of helping the teachers to expand and deepen the intellectual and social influence of the schools, is being more and more obscured in the mass of administrative detail. Moreover, neither the young Professor nor the young Inspector have very much in the way of advancement or change to look forward to. Both may well be doing, on the day they leave India for good, work of precisely the same grade and carrying precisely the same responsibilities as that which they took up when they first joined the service. In this respect the Indian Education Department is, I think, at a disadvantage compared with all other departments of Government.

Personally I am inclined to think that more drastic developments are called than are perhaps consistent with the continuation of the Education Department as it is at present organised. With this I deal in paragraph 83,469 below, but taking the service as it now is I feel strongly that the pay of officers who have had more than 15 years' service should be substantially increased. I understand that a scheme which was generally regarded as satisfactory was worked out and submitted to the Government of India, but that is now held in abeyance pending the report of the Public Service Commission. But apart from the increase of the pay of the senior members of the Education Service as such, I think that special pay or allowances should be attached to all Principalships of Colleges. The improvement in the conditions of the inspecting branch of the service depends upon the lines upon which that branch of the service is developed. I am inclined to think that the proper line of development lies in the direction of having eventually an Inspector of Schools in charge of each district and a series of Divisional Inspectors, *i.e.*, inspecting officers in general control of each Division. In making these suggestions, I am not thinking of European officers as apart from Indian officers, but of the general conditions of service which would apply equally and indifferently to either.

83,467. **(V.) Conditions of leave, and (VI.) Conditions of pension.**—Officers of the Indian Educational Service come under the leave rules contained in Chapter 13 of the Civil Service Regulations. In this respect they are on a level with officers of the Indian Civil Service and the higher officers of the Public Works Department. Members of the Indian Civil Service can, however, be granted six months' more furlough during the entire period of their service than the officers of the Indian Educational Service (*see* Article 279 of the Civil Service Regulations).

I have seen representations from officers of the Indian Educational Service in which this difference was quoted as a grievance, and I do not quite understand why an officer of the Indian Educational Service who is doing the arduous work of an inspecting and administrative officer should be entitled to less furlough

than an officer of the Indian Civil Service. Officers attached to colleges get the benefit of vacations, but even in their case I can see very little justification for a silly little distinction of this kind.

As regards pension—an officer of the Indian Educational Service is subject to the ordinary pension rules as contained in Chapters 15 to 18 of the Civil Service Regulations. According to these rules an officer entering the service at the age of 25 cannot under normal conditions retire with full pension without putting in 30 years' service. A member of the Indian Civil Service can, however, in terms of Article 561 of the Civil Service Regulations retire after a service of 25 years only. Certain officers of the Public Works Department can retire after a service of not less than 20 years in terms of Article 641 of the Civil Service Regulations. Similar advantages are enjoyed by the Forest and Geological Survey officers in terms of Article 476C. of the Civil Service Regulations.

I hold that teaching work of all kind imposes a very considerable nervous strain, and I think it would certainly be admitted that certain administrative and inspecting officers of the Education Department have work as exacting as that of any officials in India. I hold that the minimum period of service after which an educational officer might be allowed to retire with full pension might well be reduced to 25 years. I would point out that this would not be a very extensive boon, seeing that a very considerable number of officers enter the service when they are more than 25 years of age.

83,468. **(VII.) Existing division of the service into Imperial and Provincial.**—The statement that Indians are practically excluded from the Imperial Service needs, I think, some qualification. It is true that the practice of transferring officers from the Provincial to the Imperial Service has not been resorted to for some years. Indeed transfers from one service to another could scarcely have been made as a reward for distinguised ability or good work, for some 7 or 8 years ago, if I remember right, Lord George Hamilton reasserted the principle on which, I believe, the Provincial Services were based, viz., that they were to be regarded as in all respects equal to the Imperial, the additional pay and better leave conditions enjoyed by members of the latter being justified mainly by the fact that they were serving out of their own country. The statement of equality will not bear the test of actual facts, and it has been contested over and over again; but the relative position of the two services has never been clearly defined. I only mention this, because I think it is sometimes forgotten by those who are almost bitter in their denunciations of the present system, that the Provincial Educational Service was in origin the result of a desire to make more openings for Indians in the Government Education Department. Moreover the Secretary of State has always reserved to himself the right to appoint Indians direct to the Indian Educational Service. In 1901 the late Mr. Harinath De was appointed by Lord George Hamilton, and since the creation of the Selection Committee in 1910 two Indian candidates have been appointed to the Indian Educational Service, and one to another post connected with a college in Bengal which was recruited in England, though it has not yet been included in the cadre of the service. The selection Committee always considers the applications of Indian candidates who are in England along with those of other candidates, and I would strongly resent any suggestion that the applications of these candidates were not considered on their general merits. In connexion with any teaching post the Committee always contained some one who was recognised authority in the subject concerned, usually a University Professor, and naturally a great deal of weight was attached to his view as to the comparative merits of the applicants. It is preposterous to suggest that such persons would be willing to give their time and trouble to adjudicating between the merits of candidates, some of whom were not really to be considered at all because they belonged to a certain race.

I quite admit that the present position is undesirable, and I quite understand the feelings of resentment to which it gives rise. It must be galling for an Indian who is teaching up to the highest standards of University work to be in a position of permanent inferiority to the newest comer from England, even though he (the Indian) may possess the same or even higher academic qualifications gained in Great Britain. Moreover I quite agree that in the sphere of University work, if anywhere, there should not be distinctions based on anything but proficiency in the subject concerned and general efficiency. But at present we have not got any institutions where the conditions of a European University prevail. Perhaps we may have in the future, and I am inclined to think that in the organisation of such institutions on true University lines lies the solution of the present difficulty. To this point I shall revert. In the meanwhile and by way of trying to elucidate the present position I will mention some of its difficulties as they appear to me.

Presumably the Indian most aggrieved by the present position is he who has gone to Great Britain and has passed with credit through a British University course there. Very likely such a man will appear at the Civil Service Examination; but if he is not successful, he will try and obtain admission into the Education Department. Under existing conditions he will probably go to the Board of Education and get his name entered as a candidate for a vacancy in the Indian Educational Service, but he has probably had no teaching experience and is not in a position to obtain any in England. This is a handicap, for though some young men have been appointed to the Indian Educational Service even in the last year or so direct from the University, the majority of persons recently appointed have had some sort of teaching experience, and in choosing candidates for Professorships of Science the Selection Committee would never admit that a man who had not done some work in a laboratory since taking his degree was fit for such a post. Moreover there may not be any vacancy for which the Indian candidate could be considered eligible, and no one in London can tell him when such a vacancy is likely to occur, nor what chance he would stand did such a vacancy occur. But the Indian candidate cannot afford to remain indefinitely in England, and so he returns to India, and then there is practically nothing but the Provincial Service open to him; and if he once joins this, there is practically no prospect of a transfer to the Imperial Service.

Now practically all the services of Government contain Imperial and Provincial branches, and the former are recruited, I believe, almost entirely in England. But the difference between all these services and the Indian Educational Service is that whereas the latter recruit young men, all of a certain age, in a definite way, whether by examination or otherwise, for the services generally, the Indian Educational Service wants persons of different ages and with all sorts of different qualifications and recruits not for the service generally, though every officer has to undertake to do anything he is told, but with reference to special vacancies. Consequently it is very much more difficult in the case of the Indian Educational Service to arrange a system which will attract British candidates and at the same time not debar Indian candidates.

For I take it that the Imperial branches of the Indian Public Services generally are recruited in England, because it is assumed that it is from England that on the whole the most suitable candidates will be obtained. If then our system of recruiting the Indian Educational Service is to be reorganised, the first question which must be answered is whether it is still considered to be desirable to recruit a certain proportion of Englishmen for educational work which Government is undertaking, or whether when the paper qualifications are much the same Indian officers can be regarded as equally effective; in other words should the general principle be not to recruit a Britisher, except for such occasional posts as obviously require a combination of academic qualifications and experience which is not likely to be found in an Indian. As to the answer, the average Englishman will probably feel quite honestly that, seeing that the system is in origin and conception English, a college or a school working under that system is more likely to approximate to its ideal, if it is conducted by an Englishman or

Englishmen on the lines of all that is best and most permanent in English educational traditions. Very possibly an Indian would honestly think otherwise. But the point on which it seems to me that there ought to be no doubt whatever is this. If it is decided that the participation of a certain proportion of Englishmen in the educational work of Government is desirable, the basis of this decision is the conviction that such an arrangement is in the best interests of India. For three years I was engaged continuously in the work of recruiting candidates in London for educational posts all over the British Empire, and the outstanding feature of the present situation is that at present the demand exceeds the available supply. It is absolutely contrary to the facts to suppose, as is sometimes suggested in India, that there is a class of persons in England who look upon the Indian Educational Service as a sort of close preserve. There is no such class; and if there were, its pretensions would be unheeded. If Government decided to-morrow that they would recruit no more Englishmen for educational work in India, the decision would perhaps be regarded in certain circles in England as a mistake, and be commented upon as such, but I should be exceedingly surprised if it evoked from any quarter a single word of protest on the ground that Englishmen were being deprived of openings.

Granted that is desirable—and I do not think that it admits of serious controversy—that the most capable Indian officers should be enabled to serve alongside their European colleagues on terms of equality, a further question which would have to be faced is, how far preference should be given as between Indian and Indian to those who possess European qualifications. My own view is that promotion should depend more on tried capacity and less on preliminary paper qualifications. After all a man's University attainments are more an earnest of what he may be expected to do in after life than a guarantee of what he actually will do, and as educational standards are revised in India, so ought the scope, to which those who have received all their education in India can look, to be widened. I quite realise that those who have gone to the trouble and expense of obtaining European qualifications should receive some special consideration on this account, but there ought to be room in the Government educational system for those who have not been to Europe as well as for those who have, and though the latter should perhaps be allowed for the present at any rate to start ahead of the former, the former should not be debarred from rising by virtue of their capacity to the top.

83,469. *CONCLUDING REMARKS.* — Amidst a great deal which is baffling in the present educational situation in Bengal one thing is certain, and that is that things are moving rapidly. Communities which previously held more or less aloof are crowding into schools and colleges. The University of Calcutta, which was until recently practically an examining body, is taking up the additional functions of a teaching body, and a teaching and residential University has now been designed. Obviously the paramount need of the moment is for men, be they Indians or Europeans, strong and wise enough to guide the enthusiasm of the moment into the paths of true and permanent development. The future then of the Educational Service is a matter of no small moment, but unfortunately, so far at least as progress is conditioned by the recruitment of men from England, the need of India comes at a time when Government service in India generally and especially the Educational Service is not popular. The Commission are doubtless aware of this and have considered its causes, but I venture to attempt to analyse the problem as I have seen it, because my observations in connexion with this phase of the difficulty have suggested certain possible lines of reorganisation.

There are a great many more openings now for young Englishmen who have been through the Universities of Great Britain, especially Oxford and Cambridge. It would be superfluous to dilate on a fact which the Commission have no doubt carefully examined. The extension of the Civil Service and of the work of local authorities in England, the establishment and expansion of the Universities not only in Great Britain but also throughout the Self-Governing Dominions (and the process is now extending to the Crown Colonies, *e.g.*, Hong-Kong), the recognition of the value to a business concern of a man of some education (one important trading firm in India recruits its European staff almost entirely from Oxford and Cambridge) the growth of journalism and the generally increased and increasing interest which is taken in England in social problems and the organisations which this interest is calling into existence, are all factors in the situation. The result of this is that it is not common to find a man who has had a successful University career at a "loose end." Moreover, though there may be, and indeed frequently are, men who have had fairly, perhaps very successful, University careers, but who after two or three years of educational work see no very great prospects before them and so are willing to consider openings in India, it cannot be sound that the service should have to rely for its European recruits on these who come to India because they have nothing to look to in Europe.

"Non tali auxilio, non defensoribus istis. Tempus eget."

The hope of the future lies in the possibility of educational work in India appealing to the best products of British Universities as something for which it is worth while forsaking one's own country. So far as educational work under Government in India is concerned, I unhesitatingly assert that this appeal is not at present effective.

I have before me a letter which I recently received from a young man who is now a Fellow of his college in Oxford, and a person of great influence among under-graduates and the younger generation generally, and who is himself exceedingly interested in India. As Secretary to the Selection Committee in London, I had done my best to interest him in the recruitment of men for the Indian Educational Service, and had arranged that notices of all vacancies should be sent him. He now writes as follows:—"But further about the whole business of the Indian Educational Service—I keep receiving the circulars and notices of the posts for which you put my name on the list—but really you know I am not sure it is much good, until I get a bit clearer about inner conditions and needs. I mean this—there is such a shortage in the educational world at home (owing to increased Civil Service, business, etc., posts) that I do not think that there is really any earthly chance of getting men up to a best standard, unless they are men with some additional motive which is in some sense religious."

Men will come to missionary colleges in India who would not dream of entering the service of Government, not I think because they hope to make converts to Christianity, but because of the greater scope for personal ethical influence, and initiative, which a missionary college affords. It is not of course true that there is no scope at a Government College for work of this kind, but, to quote again from the writer of the letter referred to above, it is almost impossible to persuade people that it is so, "since the old *régime* has so ingrained into the popular intelligence the idea that the Government servant must be a carefully sterilized machine."

It seems to me inevitable that such should be the attitude of a certain class of young Englishmen who would probably do fine work in the Indian Education Service if they could be persuaded to join it. It is largely I think the result of the reaction against the mechanical ideas of education which once prevailed and which were perhaps almost at their zenith when the foundations of the present educational system in India were being laid. The young Englishman of this type wants more scope for personal influence. He will get it of course to some extent in the source of the Government of India, as Government Colleges in India become more largely residential. Such an institution as the proposed University of Dacca should give it to him. But preconceived notions die hard, and it will need more than a few official notices advertising vacancies at a new teaching and residential University in India to bring home to the younger generation that big changes are now contemplated.

But the desire of a certain type of young Englishmen for opportunities of getting to know his students,

to live near them, of share in their games and amusements, must not obscure the vital importance of the intellectual appeal which a man who is really an authority in, and an enthusiast for, his subject should make to his students in his lecture room, even if he does not know them personally. If University education in India is to be a reality and not a mere name, there must be men, perhaps not very many, who either are or are likely to become recognised authorities in their subjects.

Now it is obvious that it is exceedingly difficult to tempt a man of this type from Europe to take up a permanent appointment in India—the engagement of distinguished Professors to come and deliver a certain number of lectures for a University in India is clearly no parallel—he wants a certain atmosphere which cannot be reproduced in India, at least not in a day. No man can possibly be a recognised authority in his subject, immediately or shortly after he has taken his degree, and as things are now, his chances of developing in India will be curtailed, if he comes out too young, and thereby misses or shortens his period of work under the most stimulating conditions. I am not thinking for the moment of the difficulties which the recruitment as members of a service of men of special qualifications and more advanced age involves, but of the possibility of such persons being of set habits, possibly recluses, who, however much they might approve of it in principle, would not perhaps easily adapt themselves to the life of social intercourse, by which the young man of the type above referred to would set such store. Intellectual ability is found in many different type of character, and it is hopeless to try and bind a genius down to a particular mode of life. I do not suppose that any one attempting to recruit a specially qualified Professor for an Indian University would confine himself to a particular social type; but I take it that if an Indian University is to be successful, it must look forward to the time when its highest academic posts will be filled from within the University itself. It seems to me therefore that, while the importance and indeed the necessity for securing for this work the type of young man who will play football with the students and live in a hostel should be fully recognised, it would be a fatal mistake to exclude others, who were not perhaps of this type but who might become real authorities in their subjects. There should be room in a University for all classes, and to a man whose main interest in life is the study of a particular subject, that subject is likely to prove a hard task mistress not allowing much leisure for other things.

As regards the relations of officers of the Indian Educational Service with those of the Indian Civil and other services, my experience has been that when the officers of the Indian Educational Service are brought into close touch with officers of the Indian Civil Service, whether the point of contact be that between school inspecting officers and district administrative officers, or that between officers of the Central office and the Secretariat, their relations are as a rule most cordial. In a big place like Calcutta the work of the officers of the Presidency College does not bring them much into contact with members of other Government departments, and there is sometimes perhaps a tendency on the part of the former to keep to themselves, one of the results of this isolation being that the Educational officer is sometimes apt to harbour towards the Civil Servant as such that sort of feeling of resentment which "a superior person," especially if you do not know him, is apt to provoke. I am not in a position to say whether there is any justification for this feeling or not; it is obviously impossible to generalise in a matter in which personal experience and temperament are the main factors. I think it well, however, to mention this, because the probability is that the feeling would entirely disappear, if those whose position is at least the better defined, realised that it existed. The real root of the difficulty is probably the fact that an academic as apart from an official atmosphere does not exist in India. Whether an academic atmosphere can ever be created is one of the questions of the future.

There is, however, a more serious cause of ill-feeling. India is practically administered by the Civil Service, and as education is part of the general administration of the country, the Education Department is in a sense administered and controlled by the Civil Service. The subordination of the Education Department to one of the Secretaries of Government, and the intervention between the Director of Public Instruction and Supreme Executive Authority not only of a Secretary to Government but also of an Under-Secretary and an office, has been the subject of a good deal of criticism and discussion in the course of the last five or six years. It is not my intention to revive this controversy. I have given the matter considerable thought, and I do not altogether agree either with the critics or the defenders of the present arrangements. I allude to the controversy, because there is undoubtedly a feeling that the officers of the Education Department do not get altogether a fair field. This is the burden of an anonymous pamphlet which was recently published and circulated widely, and a very considerable number of possible candidates for the Indian Educational Service whom I saw when I was in London asked me whether it was true that officers of the service were in a position of undesirable inferiority. Indeed there was sometime or three years ago the subject of a special correspondence between the Secretary to the Oxford University Appointments Board and the Selection Committee.

What are the general lines of improvement? At this point it is, I think, necessary to draw a distinction between those who will be engaged in University teaching and those who will be doing the administrative or controlling work of the Education Department. The great need for the former is greater freedom and a wider scope. University education as that term is now understood cannot be carried on under a system of detailed syllabuses imposed by Government, even though these syllabuses may be the work of experts. The man who gives his life to the study with others of a certain subject—and that is the true relation between a Professor and his students—demands, if his work is to be vital, that when he becomes head of a University department he shall be allowed within reasonable limits to direct the teaching work of that Department and as a corollary to this that his efforts in the direction of his student's studies should not be frustrated by the examinations. Moreover a University in the true sense of the word will not very easily fit itself into a system of departmental or bureaucratic organisation. It seems to me to be very necessary to realise this, now that a system of teaching and residential Universities is being framed. The Professors and other officers of the University must be Government servants, and it is essential that Government should have final control over the University's actions, but, subject to this final control, such a University as the new Dacca University should be master in its own house and arbiter of its own destinies. Under no other conditions, so far as I can see, is real University education possible. I would have no departmental control whatever, and though the officers of the University might for convenience sake belong to the Indian Educational Service, I would have them, while they were working for the University, seconded for the service of the University.

The great need of the inspecting and administrative side of the Education Department is the improvement of the general conditions under which officers are now required to work. The present machinery cannot tackle efficiently the loads with which it is called upon to deal. Hence rush and strain and the sickening consciousness of bad work. Incidentally of course until school education is organised and improved, Universities in India are very largely an idle dream. Inspecting officers, provided they work under possible conditions, can do something. Training colleges, provided that they are in vital touch with the work of the schools, can do perhaps even more. But what is needed to start with is a general and living recognition of the essential importance in the development of the community of a sound school system. In theory this would be admitted generally, but in practice every well qualified Indian who takes up educational work wants to work in a University college and not unnaturally, for schoolmastering even in the service of Government is scarcely a career, and the inspecting of schools means a great deal of weariness and little thanks.

It has often been suggested lately that the University teaching branch of the Educational officers of Government should be entirely separated from the school teaching and inspecting branch and personally I do not see how the members of the staff of a teaching and residential University can be borne with any advantage or meaning in the same service as Inspectors of Schools who are and must be at least to some extent, officers engaged in a particular branch of the general administration of the country. I am, however, doubtful whether it would not under present conditions be sound to divide the Universities and the administrative and controlling branch of the Government Educational Service as it were into two water-tight compartments. Both sides might profit by the occasional transfer of a man from one to the other. Ihave not worked the suggestion out in detail, but it seems to me that a solution might be found in a proposal which I have thrown out above, namely, that all officers might be regarded as members of the Education Department, but that they might be seconded for service under a University.

I started by classifying the problem under three main heads:—

(*a*) The functions of the Education Department.

(*b*) The various type of officers required.

(*c*) The conditions under which the various types of officers should work.

I am conscious that I have not settled any of the questions which arise under any single one of these heads. I have discussed some of the functions which the Educational officers of Government are now attempting to perform; and have attempted to indicate in outline some of the conditions under which they are now working. Speaking quite generally, the conditions under which the various functions would be most smoothly and effectively performed are those in which each individual officer would have the greatest opportunity for developing his own capacity and powers of initiative and for the exercise of personal influence. This may be true more or less of all spheres of work, but it must be pre-eminently true of educational work, for the education which one human being gets from another is nothing more than the result of the interaction between two minds. From the practical application of this truism to the problem before us, I do not extract any conclusion more definite than that there is no remedy which can be applied equally to the whole area of the educational activity of Government in India. University teaching needs handling in one way; the administrative problem needs handling in another. There is, however, one point in connexion with the latter which should be clearly grasped. It is one thing for a central office to control and supervise education; it is quite another thing to combine this with the direct and detailed administration of a number of educational institutions. The regulations necessitate a good deal of reference to headquarters, and as things are now the tendency is to swamp the central office with administrative detail to the prejudice of the exercise of its supervising and guiding responsibilities.

MR. W. W. HORNELL called and examined.

83,470. (*Chairman.*) The witness came out to India in 1902, and was for a short time at the Presidency College as a Professor of English. He was then made Inspector of European Schools, and, after having held that position for a few years, was for two years Assistant Dorector of Public Instruction. In 1908 he went to the Board of Education in London, and there in 1910, in addition to his other duties, became Secretary of the Selection Committee, constituted by the Secretary of State, to help him in making appointments to the Indian Educational Service.

83,471. The witness found when he came to the Board of Education in 1908 that it was the practice of the Secretary of State to refer certain special appointments, involving technical qualifications, to the Board of Education for their advice. Later on this procedure was made general, and orders were passed constituting a Selection Committee, the nucelus of which was the witness as Secretary,and his chief at the Board of Education, Dr. Heath, Director of Special Enquiries and Reports, as Chairman. When a vacancy was reported to the Indian Office, the India Office informed the Board of Education, and the Special Enquiries Branch then found out all it could about the vacancy and prepared an announcement, which was circulated to the Universities and to anyone who would be likely to know of candidates. Particulars were also sent to the Scotch Education Department, which acted with the English Board of Education in the matter. A member of the Scotch Education Department was a permanent member of the Selection Committee. In that way a field of selection was secured, and a certain number of candidates were chosen for interview. A special Interview Committee was constituted *ad hoc*, consisting of the Chairman, the witness, a representative of the Scottish Education Department, and a representative of the India Office. If it were a case of a professional appointment, some professor of the particular subject, such as Sir William Ramsay in connection with Chemistry, was also invited to help, and if anyone from the particular province, who had knowledge of the local conditions of the post, could be obtained, he also co-opted on the Committee. The Committee then interview the candidates, and made its recommendation to the India Office. The Committee as such did not see that the appointment was advertised in all the educational institutions of Great Britain; that depended on the Board of Education in consultation with the Scottish Education Department and the India Office. By these methods some 1,200 or 1,400 candidates' names were gathered together for appointments to posts not only in India, but in the Crown colonies and sef-governing dominions. The Committee as a committee was satisfied that the advertising was adequately carried out. The witness could suggest no improvement on the present system, although he admitted that the field of recruitment at the present time was very frequently not satisfactory. He attributed that partly to the fact that far fewer people were going in for educational work and partly to the unpopularity of the Indian Educational Service.

83,472. The present leave reserve in the case of Bengal was inadequate. If young men of 25, or over, could be placed on probation in England, and be alowed to carry on their studies, this would improve recruitment. In this way a certain number of people could be hed in reserve in the anticipation that they would be required in the following year or so.

83,473. During his time a considerable number of Indians had applied for appointments in the Indian Educational service, some of whom had very good academic qualifications, and some of whom had not. Very few of them had anything more than the ordinary University qualifications.

83,474. He did not attribute the difficulty as to recruitment to the age-limit at all. A good deal of latitude had been alolwed in the matter of age in the last few years. Some people had been recruited at the age of 23, and some well over 30. There was no best age for a man to come out to the Educational Service in India. Everything depended on what appointment the recruit was going to fill. If he was going to be the head of a Scientific Department, the more experience he had had in England the better. If he was going to fill the post of an Inspector of Schools, he ought to come out fairly young, but not under the age of 25.

83,475. It was necessary ordinarily to keep the professorial and the administrative sides of the service separate. There might, however, be cases in which interchangeability would be expedient, and Government should have discretion in the matter.

83,476. It was difficult to maintain a service organisation of Professors. On the other hand, it would not be practicable to introduce a system of non-service professorships for short periods for the ordinary college work. At the same time, if there was going to be evolved a type of University in India similar to that in Europe, it would be possible to bring University Professors out on probation, and if they gave satisfaction to give them a chance of permanent service. He

would bring them out either on a fixed or an incremental salary. He did not think if they were brought out on an incremental scale for a long period it was equivalent to bringing them into a service. A person could be recruited to be head of a Scientific Department on special terms, and the fact that those terms were incremental would make very little difference.

83,477. He agreed generally with the scheme of the Bengal Government which proposed that there should be a definite distinction as between the administrative and the professorial side of the service, the administrative being under the Director of Public Instruction, and the professorial under the University with a paid Vice-Chancellor. He thought the whole question of University organisation required very careful consideration in the light of experience in other countries, such as Germany, where somewhat similar problems had to be faced. He was also inclined to agree to the recruitment of Professors being in the hands of the University, but he was not sure that this was essential. Universities of the Dacca type might be organised under the Imperial as apart from the Local Government. By that system it would be easier to make interchanges of appointments all over India.

83,478. As to the suggestion that not only the recruitment but the general control of teaching should come under the management of the University, the witness said that at present the teaching was very largely controlled by regulations which were sanctioned, in the case of Calcutta, by the Government of India. They were only administered by the Syndicate, and controled to a certain extent by the Senate.

83,479. He agreed with the general conclusion that, as at persent constituted, the Provincial Educational Service was a heterogeneous service. The majority of its posts should be regarded as superior, and a few only as inferior. On the collegiate side the line could be drawn between professorships on the one hand and lectureships and demonstratorships on the other. On the administrative side at present only additional or second Inspectors and Assistant Inspectors were included in the Provincial Educational Service. All the lower inspecting posts were in the subordiate service, and also all head masterships of Government schools other than what were called collegiate schools. There were thus only 28 officers of the inspecting staff and head masters, as against 99 of the teaching staff of colleges in the Provincial Service. This made it difficult to decide where exactly the line was to be drawn as regards the inspecting staff. He was not at all prepared to admit that a Deputy Inspector of Schools, who was in charge of the middle schools and practically of the primary education generally of his district, should be relegated to a post of inferiority. On the other hand, if all Deputy Inspectors were to be put into the higher service, this would have to become a very large one indeed.

83,480. The difficulty about the Deputy Inspector was that, though he was doing definitely less responsible work than, and was in every way subordinate to, the Inspector, he was the representative of the Educational Department in his district, and was the officer who was in touch with the District Board. His position was therefore one of considerable responsibility, and it was important to safeguard his interests. The question of the organisation of the services was apt to be treated from the point of view of collegiate education alone. If a man went into collegiate education, he could expect fairly soon to be a Professor. There was no reason why a Deputy Inspector should fare worse. Perhaps the work of the two men could not be compared, but, if it could, he was not prepared to say that one was inferior to the other.

83,481. The witness then said that recruitment to the superior service should not necessarily be confined to men appointed from England. There should be opportunities for those who had done good work in the Provincial Educational Service in India, and who had not gone to England. At present it would probably not be advisable to recruit Indians direct from Indian Universities without their having had any European training; but in the future, if Indian Universities improved, this objection might cease to hold good.

83,482. The witness then said he should prefer that the rate of pay for the European-recruited officer should not be higher than that of the Indian-recruited officer, but he did not see how this could be justified. What was paid to a man to bring him from England was really what he could be got for, and this was in fact more than the market value of the locally recruited candidate. It was not easy to get away from this central economic factor in the situation, and it seemed necessary to recognize it in some form in any arrangement which might be made as to salaries.

83,483. The present salary of Inspectresses in Bengal was inadequate. Inspectresses should be recruited on the same terms as Inspectors, but they should not go up to the same maximum. A range of salary from Rs. 500 a month to Rs. 1,000 would be satisfactory. This branch of the service was in its infancy. In time it might be desirable to increase it, but at present there was a sufficient number of Inspectresses. There had been a considerable addition to the Assistant Inspectress's staff. The appointment of an assistant to the Chief Inspectress, to take her place in the event of her going on leave, or falling ill, would be desirable.

83,484. Officers from missionary colleges very seldom applied for Government service.

83,485. (*Lord Ronaldshay.*) There were disadvantages in appointing University Professors to a regular Government service. For example, if there was a University at Dacca, and its Professors were members of a Government service, then their appointment, subject to consultation with the Council of the University, would rest with the Central Government. Supposing a vacancy occurred, and the Council recommended that a certain gentleman should be appointed to it, it would then be the business of the central office to consider whether the appointment was justified in view of the claims of all sorts of other people, who perhaps had never had anything to do with the Dacca University, but who, because of their position in the service, might justly claim to be considered for the vacant post. This would lead to friction. The University ought to have power in such matters, subject to any check which it might be thought necessary to impose. The fact that the man was a member of the Indian Educational Service would necessitate his being appointed not by the University, but by Government. Again the people, who might be expected to be coming out to do University work, would probably be of middle age, and would not easily settle down under the sort of bureaucratic administration which prevailed in a service. In a word the disadvantage of a service system lay in the amount of control which Government exercised and had to exercise over its officers.

83,486. It would facilitate recruitment if provision could be made for selecting a certain number of candidates and placing them on probation every year or every other year, provided that the right persons were forthcoming. At present the Selection Committee experienced practical difficulties in this respect. Perhaps it would hear of some man, who was anxious at a given moment to come to India and who was a person of suitable qualifications; but it was impossible to say what vacancies there would be, or whether there would be any at all, and consequently a likely officer would be lost. On the other hand, he could quite see the difficulties in working such a system.

83,487. The Provincial Service was intended to be a service co-equal with the Indian Educational Service, except in regard to pay; but that intention had not been carried out in practice, and, as a matter of fact, it was now a subordinate service. The subordination had come about owing to inconsistencies which had been allowed to creep in. For example, if the two services were co-equal, there could be no justification for giving members of the Provincial Education Service allowances when acting in the Indian Educational Service. He did not know how this practice arose, but it was passed by the Accountant-General under the Civil Service Regulations, the idea being that such members of the Provincial Educational Service were acting in posts of greater responsibility. Again, if a man came to the Presidency College, Calcutta, in the Indian Educational Service, he became Senior Professor in his particular subject, and was put over the heads of the Provincial Service Professors. For this there might be no defi-

nite Government order; it would be more a matter for the internal arrangement of the college.

83,488. He himself favoured the recruitment of Indians to the Indian Educational Service; because he did not like that people, who did the same work, should be in two different services. In order to carry this out he would incorporate a certain number of posts, which were now in the Provincial Service, in the Indian Educational Service. But though he would keep this road open, he thought that the best way of advancing Indians to the higher service was by promotion from the lower service, whatever that was called. This was because the actual work done was a far better test of any one's capacity for teaching than mere academic qualifications. Generally speaking an Indian in England, however good his record, had absolutely no chance of getting any practice in teaching work.

83,489. (*Sir Theodore Morison.*) The Secretary of the Selection Committee in England always wrote to the India Office for a list of any officers of the province which required recruits, preferably educational officers who were on leave. On its receipt the most suitable man available was invited to give his assistance. It was not always possible in this way to obtain men who had local knowledge, but ordinarily the help of quite the highest authorities was got. For instance, while he lived in London Mr. Giles had sat on the Committee in connection with all the Bombay posts, and the same remark applied very frequently to the Principals of the Indian colleges. There had always been on the Selection Committee some representative of the province, and generally an educational representative.

83,490. The list he had mentioned, of 1,400 names, was always kept up to that strength. There was a considerable number of Indians on the list.

83,491. There was a difficulty in keeping in touch with men who had returned to India. The Selection Committee had made a general rule that they could only consider such candidates as could appear before them, and to meet the case of Indians returning to India did their best to interview them at a sort of general meeting before they left. The India Office had also made it generally known that it was open to the Government of India, or to Local Governments, to put forward any candidates in India of whom they had knowledge.

83,492. The Secretary of State would then either appoint the man direct without reference to the Selection Committee, or ask the Selection Committee to consider his claims alongside of those of any other candidates for the post.

83,493. There were 36 Professors in the Presidency College, of whom 10 were in the Indian Educational Service. He did not propose that the members of the superior professorial service should be increased from 10 to 36 all at once. Probably it would be desirable so to organize the teaching as not to have all the staff on the same level, but to have for the inferior class of work junior men who should not be called Professors at all. On this basis a considerable differentiation of pay as between the teachers could be justified. There was certainly room in the organization for a class of assistants, who might be given a chance of promotion to a professorship if they deserved it. In a word, his idea was to retain in effect the Indian and the Provincial Educational Services, but to allow Indians to be appointed direct to the former, and also to be placed there by promotion. The present grievance was due to the exclusion from the Indian Educational Service of certain officers, who had fully justified their capacity for this distinction. There was no particular grievance in the Provincial Educational Service with reference to the initial salary at which a man, who had taken his M.A. degree, was obliged to start his career.

83,494. (*Mr. Chaubal.*) The opinion of the officer from the province concerned was taken by the Selection Committee in England, not with regard to the technical qualifications of the candidate, but with reference to his general suitability for the post in question.

83,495. It would not be practicable, and it did not appear to have been suggested, that the collegiate posts in the Educational Department, should be recruited from men who had passed the Indian Civil Service Examination. Even for purely administrative posts officers who had had some teaching experience were to be preferred. By teaching experience he did not mean special courses at schools, but that a man should actually have been a teacher. He thought teaching experience was a most important element in the matter. He would not object to a man, who had done exceptionally well at a European University being appointed direct to the post of Professor of Mathematics in the Indian Educational Service, if such a post fell vacant. But he would like to see the college work so arranged that a man could join in some sort of assistant capacity and be promoted to a full professorship after gaining experience.

83,496. He would not advocate any system of training for Indians in India and then sending them to England to qualify to act as Professors in different subjects. He would not send Indians to England until they had had a considerable amount of experience of teaching work in India. They would derive more benefit after five or six years' teaching in India than if they went after only a few months' special work. If a man joined in a sort of assistant capacity, and did well, it was quite sufficient justification for his being appointed to a post in the higher service.

83,497. (*Mr. Gokhale.*) Under the present system of recruitment it was quite likely that a certain number of men came out to India who were not the most suitable for educational work. There was no academic atmosphere in India at the present time. That was due partly to the University system and partly to the fact that Englishmen were working out of their own country. It would help to develop the atmosphere, which he desired, if men stayed in India and continued their work there, instead of retiring to England. It would also help matters if steps were taken to find out the best Indians and to give them such advantages as might be necessary for developing their potentialities, but it was not an easy thing always to find exceptional men whether European or Indian.

83,498. (*Mr. Sly.*) In recent years the field of selection in England had narrowed, and it was increasingly difficult to secure candidates for the Indian Educational Service. There was a great distinction in that respect between the field for Inspectors, and Professors for particular classes of Professors. For example, a year ago the Secretary of State wanted a Professor of Botany for Ahmedabad, and had to raise the initial salary to Rs. 700 a month. There were only three candidates who came forward for the position, and that after a great amount of advertising. With regard to the inspecting posts on the other hand, if the India Office was content to take young men simply on their academic qualifications, there was no great difficulty in getting recruits. There had been very great difficulty in recruiting head masters.

83,499. There had been no material deterioration in the academic qualifications of the candidates selected during the last 10 years.

83,500. The causes of the unpopularity of the Indian Educational Service were not hard to discover. Educational work generally was at present unattractive. He had been told that not a single graduate who had left Oxford last year had put his name down for educational work in any part of the world. Then special to the Indian Educational Service were the actual terms and the idea that the service was inferior to the Civil Service. It would not help matters to recruit a large proportion of the College Professors for short periods, and at fixed salaries, until the reputation of Indian Universities was much more established.

83,501. He had suggested that there should be two entrances for Indians to the Educational Service: one, by direct appointment by the Secretary of State in England, and the other by promotion from the Provincial Service; but the number who came in by the former ought to be limited because such candidates would not have had practical experience of teaching. As a corollary to this the prospects of the Provincial Educational Service should be such as would attract the best of the graduates of India. For this an initial salary of at least Rs. 200 a month was necessary.

83,502. (*Mr. Fisher.*) The witness was in favour, at any rate for the present, of a European minimum in the Educational Service. He also contemplated in the near future a considerable increase in this element in the service. The question as to the extent to which this should be made in the college sphere could be settled only when it had been decided whether the present state of affairs as regards the Universities was going to be acquiesced in, or whether a move forward was to be contemplated. In the case of the administrative and school spheres, there was less room for doubt. These branches of the work had been, comparatively speaking, neglected, and there was room for a considerable advance. He would like to see more schools in Bengal in charge of European headmasters than was now the case. Without a sound school foundation the University system could never be really healthy.

83,503. At present there were 51 teachers out of the 94 members of the Senate of the Calcutta University, and 9 out of 16 members of the Syndicate. The Syndicate now dealt with a good deal of detail in connection with schools, recognised for the purpose of sending up candidates for the Matriculation tion and matters of that kind, which might be dealt with otherwise. If this were would be possible to give to men who were d in the teaching work of the University more tive control of University matters. This in its would have a good effect on recruitment. Men ere deterred from competing for appointments in India by what they heard of the lack of scope for their energies in shaping the University courses.

83,504. Too great stress could not be laid upon the need for a knowledge of the vernaculars in the case of the Inspectors. These officers should have a two years' training before entering upon their duties.

83,505. (*Mr. Macdonald.*) Inspectresses should be allowed either to take pension at an earlier age, or to contribute more than they now could to the Provident Fund.

83,506. It would not be feasible to select young men, as possible Professors after the completion of their University course in India, to train them either in India or in England, and then put them into chairs or lecturerships. The proper course was to open up an educational field, in which Indians could be tested, and then to give them adequate opportunities to rise as the result of that test. The present field in India was not wide enough and ought to be enlarged, but not to the extent of combining into one service all the so-called professorial posts in the Indian and Provincial Educational Services. Some re-adjustment would be necessary. For example, it would probably be possible so to organize the teaching staff in the Presidency College that in English there would be not 8 Professors, but 1 or 2 Professors, and the rest lecturers. The word "Professors" had come to be used in a very promiscuous way in India, and this led to confused ideas.

83,507. (*Mr. Madge.*) The character of the education given in Indian and European schools differed considerably, and an officer who had had experience only of the former would find difficulty in dealing with the latter. It would be of advantage if the Inspector of European Schools in one province had seen the problem at work in other provinces.

83,508. The witness was not aware of a rule which provided that a teacher in a missionary college had to sever all his connection with the missionary enterprise for three years before he could be appointed to a Government post.

83,509. (*Mr. Abdur Rahim.*) There had been some progress in Muhammadan education in the last five or six years, especially in Eastern Bengal. There had been recently a great awakening of the Muhammadans to the desirability of sending their children to the ordinary schools. There was at present a great demand for admission to high schools and arts colleges from the Muhammadans.

83,510. It had been for years a standing order of Government that a certain percentage of the inspecting staff should be Muhammadans. There had been a Muhammadan Assistant Director of Public Instruction appointed, the idea being that he should deal specifically with Muhammadan schools, and also look after the interests of the Muhammadans in the ordinary schools. This appointment had involved the re-absorption into the ordinary staff of two special Muhammadan Assistant Inspectors. A representation had been made about this matter, and it was now under the consideration of the Government of Bengal.

83,511. The duties of the Assistant Director had not at present been clearly defined, but he advised the Director on questions connected with Muhammadan education. He had as yet no specific administrative duties. Previous experience of Muhammadan education was very desirable in the incumbents of the post.

83,512. No Indians had been appointed to the Selection Committee in England, but Sir Krishna Gupta had sometimes sat on it. He thought it would be possible to appoint to the Committee an Indian gentleman resident in London.

83,513. There had been appointments made direct from the University to the Indian Educational Service in the last three years, but he did not think the number was more than 2 or 3.

83,514. The experience required by Inspectors was that of English secondary schools. This was of value in India as a groundwork. Experience of the country was also necessary, but the essential thing was teaching experience.

83,515. A European Inspector had never been appointed Assistant Inspector in Bengal. Ordinarily the Inspectors' posts in the Indian Educational Service were those of Divisional Inspectors. The duties of a Divisional Inspector included the inspection of vernacular schools, but owing to the great number of high schools which he had to see to, he had little time for vernacular work. This could not advantageously be left entirely to the subordinate inspecting staff. The Divisional Inspector, as the man in charge of the educational development of the division, ought to supervise all branches of educational work.

83,516. All the Indian Assistant Inspectresses were in the Provincial Service. There was a large field for recruitment. No attempt had been made to appoint Indian ladies as full Inspectresses, because at the present time there were only two posts of Inspectresses in the whole Presidency. He thought in time it would be an advantage to have Indian Inspectresses.

83,517. (*Sir Valentine Chirol.*) It was the witness's view that until there was some radical change in the educational system of the country, no recommendations could be made for the improvement of the general conditions of the Educational Service, which would be anything more than palliatives. It was the enormous importance attributed to examinations which had tended to distort the educational system of India by driving all teaching away from the broader atmosphere of the lecture into the memorising of text-books. The most important thing at the present time in Bengal was to improve the secondary schools. They should correspond more closely to the public schools in England, and should give an education which was of some value in itself, and not merely lead up to the Matriculation examination. The 6,000 students who had presented themselves before the Calcutta University in the last year had not really been made fit for the University course of instruction. They did not know enough English for this, and this defect was fatal. There was too great a tendency at present to teach English as a literary subject, and not for the purely practical purpose of giving a thorough knowledge of the language. English as a literary subject could only be taught to a few. Therefore, the important thing was to recruit teachers, who would be able to give practical instruction in English, and not to trouble about men of great eminence to lecture on English literature.

83,518. (*Sir Murray Hammick.*) The witness thought that it was of great importance to bring out a large number of Englishmen to staff Indian secondary schools. He did not see how any good was going to be obtained from the present University system, un-

less the students who came under its influence were really conversant with the English language before the Matriculation stage. This could only be done by teaching the English language on something like the direct method. He desired Englishmen not only to organize the schools, but to improve the teaching in English. This might be an expensive remedy, but the money would be well spent.

83,519. There was one Inspector in Bengal who could not inspect all the high schools in his division in less than two years. To get over that difficulty the divisions ought to be sub-divided. At present there was no proposal to do anything of the sort in Bengal. Inspectors only very occasionally visited primary schools. This was wrong, but with the present staff it could not be helped.

83,520. A very large reinforcement of Europeans both as Inspectors and for the secondary schools was needed. Such men should be graded in the Indian Educational Service.

83,521. There were 38 Government high schools in Bengal, none of which were in charge of Europeans except the high school attached to the Dacca Training College. An essential part of the Government of India's recent scheme for the improvement of secondary education was a model school in each district in charge of a European. Witness held that there was room not only for European headmasters, but for European assistant masters, his view being that a European officer recruited for inspecting work could profitably start his career by teaching as an assistant master in a school. There were two training colleges in Bengal for the training of secondary school masters. These were in charge of Europeans. It was necessary considerably to improve the training side of the educational equipment in India: better developed training colleges were required.

83,522. (*Mr. Biss.*) It would not make the relations between the schools and the universities any easier to have a paid Vice-Chancellor, occupying the same position towards Government as the Director now held. Nor would a Board of Education serve any useful purpose.

83,523. (*Mr. Gupta.*) A large part of the difficulty with regard to the Provincial Educational Service arose from the fact that the Local Governments had not the power of making appointments to the Indian Educational Service. This might be remedied by giving them greater opportunities for making recommendations, but the final power of appointment should be in the Secretary of State's hands. This procedure would be particularly convenient in the case of officers of the Provincial Educational Service who would not be known otherwise to the Secretary of State.

83,524. Provincial Educational Service officers ought to be encouraged to take study leave. This was not, however, the view of the India Office, and, so long as this attitude was maintained, it was idle to press the point.

83,525. The members of the Indian Educational Service were appointed on an agreement for two years in the first instance, and theoretically there was nothing to prevent a Local Government from sending a man away before the expiry of this term, subject to six months' notice, or the man might give similar notice himself, but as a matter of fact that was never done. There was no real period of probation. There was also a lack of real training. An officer, who was to do good educational work in India, unless he was a specialist, ought to know something about the country, apart from its languages, before he came out.

83,526. The University had no control over the work of the departmental Inspectors, but the Inspector had some connection with the University on account of his being called upon to inspect secondary schools for the purposes of recognition by the University. The University's control over the colleges was limited to the power of affiliation or disaffiliation.

83,527. The number of boys in high schools connected with the Calcutta University was 162,000, of whom some 6,000 passed the Matriculation Examination. That showed that a considerable proportion of the secondary school population went on University course. In England the perc[illegible] very much smaller.

83,528. It was difficult to estimate the a[illegible] original work which was being done by the Pro[illegible] in India. There were certain members of the [illegible] vincial Educational Service who were doing a gr[illegible] deal in this line. Tried by the highest standard their work would not be found wanting, and he would not object to transferring such men to the Indian Educational Service.

83,529. The theory under which Presidency house allowances were established was that it was more expensive for a European to provide himself with house accommodation in Calcutta than for an Indian, whose home might be in that place.

83,530. (*Mr. Fisher.*) The colleges could not confine themselves to strictly University work unless the high schools taught up to the Intermediate standard. However desirable this might be, it was not at present practicable, because the high schools in existing circumstances found it difficult to work up even to the Matriculation standard. It was scarcely realized how exceedingly badly paid and how unattractive the career of a school teacher was. Except in the Government schools, where the outlook was poor enough, there was no career at all. In a large number of the aided schools, and still more in the unaided schools, the salaries were so inadequate that the staffs consisted of young men who wished for temporary occupation preparatory to going in for the Law or some other business. If the prospects of the school staffs were improved to such an extent that the teaching could be carried up to the Intermediate standard, there would be no objection on the part of Indian parents to keeping their boys at school for a longer period, and this was in every way to be desired.

(The witness withdrew.)

W. C. WORDSWORTH, ESQ., Assistant Director of Public Instruction, Bengal.

Written Statement relating to the Education Department, being the corporate Memorandum of the Members of the Indian Educational Service Association, Bengal.

83,531. **(I.) Methods of recruitment.**—(1) It is desirable that the Service should be made more attractive and better known. Not only should complete statements dealing with the pay, pension, work, etc., of the Service be readily obtainable at British Universities, but means should be actively taken to draw attention to the Service and the importance of the work it is doing.

(2) It is a point of fundamental importance that a high standard of academic qualification should be insisted upon as a *sine quâ non*. This is indispensable on account of the searching nature of the criticism to which all appointments in the I.E.S. are nowadays subjected in India.

(3) It is on this account also that it is absolutely necessary to improve the material prospects of the Service and in other ways render it more attractive.

(4) Better co-ordination is required between the India Office and Educational institutions in India. For this purpose the co-operation of Principals of colleges should be invited when they happen to be in England. In particular more care should be taken to keep in touch with changing conditions in India. It sometimes happens when a particular appointment is made, that so long a time has elapsed since it was asked for by the Local Government, that circumstances have quite altered, and the appointment causes embarrassment instead of meeting a pressing need.

(5) It is desirable, in the interests of recruitment, that the Directorship of Public Instruction should be reserved, without qualification, for members of the I.E.S.

83,532. **(II.) System of training and probation.**—The Language test should be made more practical in the case of the Inspecting Branch of the Service. At the same time ampler opportunities should be given for language study during the first year of service.

83,533. **(III.) Conditions of service.**—(1) More care should be taken to give Professors in Government colleges affiliated to the Indian Universities an effective share in the administrative work of the University to which their college is affiliated. It should be recognized that well-qualified Professors in the I.E.S. have a claim to be placed on the Senate of the Universities within a year of their taking up work. This is required in the interest of University Education and to give due weight in University affairs to the men brought to India on account of their special fitness to deal with such matters.

(2) The Director of Public Instruction should be made a Secretary to Government.

83,534. **(IV.) Conditions of salary.**—(1) The ordinary pay for all members of the Service should be [illegible]00—50—1,500. If exchange compensation allowance continued, the initial pay should be not less [illegible] pay at the rate of Rs. 200—100—500 should be granted to officers holding the posts:—Principalships of certain Colleges, certain number of Senior Professorships, Senior Directorships of Schools, and Assistant Directorships. An addition to salary should be made whenever an official is appointed to one of the above special posts, irrespective of the number of years' service he may have completed.

(3) If the scale of pay recommended in (1) be sanctioned, all officers should at once, without having to rise through annual increments, proceed to draw the rate of pay to which they would have been entitled if that scale of pay had been in force when they joined the Service.

(4) The maximum leave allowance of £800 under Article 314 (*c*) of the Civil Service Regulations should be increased to £1,000.

(5) Houses for educational officers should, in all cases, be provided, and special allowances in exceptionally expensive localities. We are in agreement with the statement of "the grounds on which this advanced pay is advocated" given in the Madras Written Statement.

83,535. **(V.) Conditions of leave.**—The amended rules which have been circulated by Government for opinion are accepted as satisfactory.

83,536. **(VI.) Conditions of pension.**—(1) Optional retirement, on proportionate pension, after 15 years' service, should be allowed.

(2) Full pension should be earned after 21 years' active service, due regard being paid to "the concession granted in Articles 403 and 404 of the Civil Service Regulations."

(3) An additional pension should be granted to officers holding certain special posts. We are in general agreement with the scheme proposed on page 8 of the Madras Memorandum.

(4) There should be formed a contributory Widows' Pension Fund with Government guarantees, compulsory for all future members, optional for present members.

83,537. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—While we welcome the presence of a proportion of Indians in the I.E.S., we are of opinion that for some time to come the Service should be mainly a European service.

83,538. **(VIII.) Relations of the service with the Indian Civil Service.**—Steps should be taken to reduce the difference in relative prestige and position of the I.E.S. and I.C.S. This can be done most directly by improving the prospects of the I.E.S. But more than that is wanted. Another means is to give a better position in the table of precedence to the members of the Educational Service. Of later years the I.E.S. has actually suffered in comparison with other services. This inequality should now be redressed and the I.E.S. approximated to the I.C.S. What is specially desirable is that high academic distinction should in India carry with it something of the social prestige which it does in other countries.

MR. W. C. WORDSWORTH called and examined.

83,539. (*Chairman.*) The witness was Assistant Director of Public Instruction for Bengal and appeared for the Indian Educational Service of that Province. The written statement represented the unanimous views of the service in so far as the views of a large service could be unanimous; there were differences in detail in the views of Inspectors and Professors, and also slight differences in the views of one Professor and another.

83,540. One complaint was that the conditions of the service were not made properly known, but something had been done of recent years towards remedying that defect. Eight or nine years ago men, who were well qualified and keen on coming out to India, failed to find openings, and it was their complaint that the India Office had no machinery by which it could get into touch with those who wished to offer themselves for work in India.

83,541. It was a habit in certain quarters at present to disparage the status, academic and otherwise, of members of the service. He did not think it was justifiable to pick out one or two men, who had not the highest academic qualifications, and to compare them with some of the great men who had worked in India in the past. He believed the service was a well qualified service and was doing as good work in this country as English educationalists had ever done.

83,542. The claim that Professors should have an effective share in the administrative work of the University was made primarily on behalf of teachers in Government colleges, but to a certain extent the same would apply to teachers in other colleges. It was, however, a difficult matter to have a large number of colleges represented on such a small body as the Syndicate of the University. There was no Professor of a Government college now on the Syndicate except the Principal of the Engineering College at Sibpur, but there were three members of the Provincial Educational Service so situated.

83,543. A Professor could teach in whatever way he liked, but he had no discretion in mapping out the course or in choosing his books. He wished to see greater elasticity in that direction, and this would be secured by having a larger representation of teachers on the Syndicate. It would also help if the University could be allowed to prescribe its courses in the general way in which the University of Oxford prescribed the course for Greats. This change, however, would probably imply action by the Legislature.

83,544. If the Director of Public Instruction were made a Secretary to Government, he would be debarred from a certain amount of inspection work, which was now part of his duty, and some re-organisation of the department would be found necessary. At present there was at times difficulty in getting the views of the department before the authorities, but the real reason why the change was proposed by the Service as a whole was to secure the proper dignity of the Director and through him that of the service; in other words, the service desired that the Director should have the status and dignity of a Secretary's position.

83,545. The present time-scale of pay should be allowed to run on up to Rs. 1,500 a month without any selection, and additional allowances should be given to the senior Inspectors. By this term was meant the officers of the greatest seniority in the service and of approved capacity. It was not meant to suggest that there should be a new grade of senior Inspector to have authority over the Divisional Inspectors. Such an organization was not needed. To obtain better supervision it would be preferable to split up the present unwieldy divisions into two Inspectors' divisions. Taking the Burdwan division as an example, there ought to be one Inspector for North Burdwan and another for South Burdwan, one having three Collectors' districts and the other two. Each district should then be worked under the

Divisional Inspector by two Assistant Inspectors, one entirely responsible for secondary education and the other for primary education. If this were accepted, it would involve the abolition of the additional Inspectors, and the elevation of the Deputy Inspectors, responsible for primary education, to a status equal to that enjoyed by inspecting officers responsible for secondary education. The Deputy Inspectors in this case would have to be brought from the subordinate service and placed in the higher service. There would then be a superior Inspector class, and a second class of Assistant Inspectors and Deputy Inspectors merged into one class, the same class of man inspecting primary schools and secondary schools. Such an organization would be far more efficient than what was now in force.

83,546. Of the officers in the Indian Educational Service only 28 out of 49 had completed their ten years. It was a very young service, most of the appointments having been made since November 1907. This was due to a great extent to the large increase in the service of recent years, and also to the fact that Oxford and Cambridge did not encourage men to come out to India in the Educational Service for two or three years previous to 1907. During the last six years there had been only about four retirements.

83,547. If house accommodation was granted by Government, it did not follow that the houses should necessarily be rent-free, but they should be allocated to members of the service. At present certain officers doing educational service had their houses rent-free, because they performed other work in addition to their ordinary duties, and he presumed that principle might be maintained. The main point was to have suitably situated houses for officers, as there was great difficulty at present, especially in Calcutta.

83,548. A man who might retire after 15 years would probably continue doing educational work in England, where his Indian experience would be useful, as, for instance, on the staff of a University. There were a certain number of tutors at Oxford who had had some service of one kind or another in India. He thought the advantage to the service lay mainly in the impetus it wound give to recruitment. A man of 25, when asked to come into the service, would hesitate if he knew he had to be away from England for 30 years, but would not hesitate if he had the prospect of returning in a much shorter period. There was also the advantage that if a man was tired of his work he would be able to go. An educationalist who had lost interest in his work was of no value. On retirement the officer might be given a proportionate pension calculated on the basis of his having by so much deferred pay each year, the proceeds being used in purchasing him an annuity.

83,549. With regard to vacations, Inspectors and officers in the office had no holidays other than the ordinary furlough and the one month privilege leave. Officers in schools and colleges enjoyed the ordinary vacations and the long vacation in Bengal, which lasted from about 12th April to 2nd or 3rd July; and in addition there was a month every year at Pujah times and about seven or eight days at Christmas. He did not think the work of the inspectorate was any easier during the vacation. They were relieved from the actual inspection of schools, but if it were not for that relief they could not get ready their reports and the various documents they had to prepare for the Director and the Government. After their report work was done Inspectors were allowed to spend one month in Darjeeling entirely at their own expense, which meant that they could go up to Darjeeling about the third week in May. That had been in force only for one year. Very few officers took advantage of the month's privilege leave until it had accumulated to three.

83,550. The witness wished to see qualified Indians occupying an increased number of posts in the Indian Educational Service. There were both posts and men in the Provincial Educational Service that might well be in the Indian Educational Service, and in some cases it was very difficult to see any distinction between the work being done in a subject by an Englishman in the Indian Educational Service and an Indian in the Provincial Educational Service. Assuming that the highest posts were all grouped together, he would advocate the recruitment of Indians by promotion from the Provincial Service as the ordinary rule. If Indians who possessed the necessary qualifications offered themselves they should be recruited direct by the Secretary of State, but under present circumstances very few of that kind would be forthcoming.

83,551. (*Sir Murray Hammick.*) A great many Inspectors were needed in Bengal, and a large proportion of them should come from Europe, because they needed a training which could only be obtained there. A good number of secondary schools in Bengal should have a certain proportion of European masters. There was none at present except one attached to the Training College at Dacca, which was under the charge of an officer who was in neither service. It was a good thing to bring out officers as school masters, and then place them in the inspectorate, as the experience of a school master was very valuable f an Inspector.

83,552. On the subject of the status of [illegible] of Public Instruction, the witness sa[illegible] dignity attaching to the post was [illegible] great as that attaching to the post [illegible] Government.

83,553. With regard to retirement, he wou[illegible] a man to retire at 15 years' service without medical certificate. He believed officers in the Medical Service could retire after 17 years, and officers in the Ecclesiastical, Public Works Department, and Geological Survey could retire after 20 years.

83,554. With reference to pay, it would be better after Rs. 1,500 to select men for certain posts which carried with them additional allowances. Assuming there were 50 men in the service, those special allowances might be given to about 8 in all. There would not be discontent if a junior officer was appointed to be an Assistant Director. The post at present was held by a comparatively junior officer who drew a special allowance. If a senior man had shown himself competent, he would naturally be holding one or other of the higher appointments. Whatever system was adopted, there would be difficulties in Bengal in the near future owing to the fact that there were so many officers of about the same standing. The system of allowances in Bengal had caused considerable difficulty, and created a great deal of soreness in the service. The trouble could not be overcome by a system under which a certain number of appointments from Rs. 1,500 to Rs. 1,800 were given by selection, without regard to the appointment held by the officers. The allowances had been in existence for about 17 years, and had been invariably given by seniority, the question of merit never having entered into the matter. He still thought the system he had put forward was one giving the best inducements.

83,555. (*Mr. Madge.*) European schools suffered great disadvantages in comparison with Indian schools as regards recruitment to the Public Services. The European schools now felt that there was very little for which they could train their boys, and consequently were discouraged and their work suffered. Classes which were held in schools at Darjeeling to prepare candidates for the services had now been stopped because appointments had been closed.

83,556. Theoretically it might be better to have all the Inspectors of European Schools formed into a separate department, but there were serious difficulties in the way, the greatest perhaps being the geographical. European schools were comparatively few, and hundreds of miles apart in many cases and it would be necessary to keep a staff of inspecting officers, some of whom would do far more travelling than inspecting work. In Bihar, the Inspector of the Division inspected and controlled the European schools throughout the province. In Assam the Director of Public Instruction was also *ex-officio* Inspector of the two or three European schools in the province. If all the Inspectors of European Schools were combined into one department and controlled direct from Simla, the objection might not be so great. From a purely educational point of view this would probably be the best arrangement.

83,557. There had been Anglo-Indian Inspectresses in Bengal who had done very good service, but he should not like to say anything on the subject with regard to other provinces.

83,558. (*Mr. Macdonald.*) The witness thought that officers could be trained as well in Scottish as in English Universities. In the history of education in India amongst those who had done good work were many who were graduates of Scottish Universities.

83,559. The answer to the question whether English education was valuable to Indians only when given by Englishmen, or by Indians who had been trained in England, depended upon the exact functions which the service was expected to perform. If education was to be identified merely with the imparting of knowledge, the only considerations which should prewere that men should be appointed, whatever who were best able to achieve this result. the introduction of English education, of outlook and certain connections of knowledge and the acquisical capacities were implied, rence held good that generally ecruited to the service should be e point of view associated with the ducation. Even though he held this, ot go so far as to say that no Indian should ited directly to the Indian Educational Serless he had been educated at an English public l as well as at an English University; he would er say that he should be trained in certain conptions. There were plenty of young Indians who ere being trained in India who would go to an English University and take their place there with practically the same point of view as English boys trained in public schools.

83,560. (*Mr. Sly.*) There was no feeling in the service that there ought to be a minimum rate of furlough allowance.

83,561. (*Sir Theodore Morison.*) Circumstances were moving in the direction of having three Deputy Directors in the Director's office, and he believed the organization of the office would be greatly improved in that way.

83,562. (*Mr. Biss.*) The witness was in favour of some immediate concession being made to senior men in the matter of pay, pending the decision of the Government on the report of the Royal Commission. It was widely felt that something ought to be done to compensate senior men for the delay in introducing improved terms of service, which might have come into existence but for the appointment of the Commission.

83,563. Status in India might be roughly judged by the pay assigned to a post. When a civilian was appointed in Bengal to the Directorship of Public Instruction he drew at once the maximum of a Director's pay *plus* a personal allowance of Rs. 250 or Rs. 300 a month.

83,564. (*Mr. Gupta.*) In Bengal at the present time there was one Assistant Director, one Assistant Director for Muhammadan Education, an officer on special duty in the Director's office, who was practically an Assistant Director, and a Superintendent of Industries. It would not be advisable to throw open to an Indian officer in the Provincial Service any of these appointments. He did not think a Provincial Educational Service officer could with advantage be appointed an Under-Secretary to the Government of Bengal, and placed in charge of educational cases, because that would involve the Under-Secretary criticising the Director's proposals. It was a large part of the Under-Secretary's work to prepare cases for his superior and that work could not be done without a good deal of criticism.

83,565. There were about 12 house allowances in all, of which about 8 or 9 were sanctioned for the Presidency College. Very few of them were drawn, because the Presidency College men were either unmarried or had their wives in England, so that some of the allowances had lapsed or were used for other purposes. The allowances were created to mitigate hardships felt by Indian Educational Service men working in Calcutta, and he did not think the Provincial Service officers should draw them. The Indian invariably desired to be transferred to Calcutta, while the Englishman nearly always wished to get out of it; under those circumstances no additional inducements were necessary to persuade the Indian to settle down to work in that city, which was the intention of the allowances.

83,566. The witness had been asked by a large number of men in his service to point out the unsatisfactoriness of the title of "Professor," which it was thought gave rise to considerable misapprehension. The officers in the Indian Educational Service came out as "Professors," and Indians immediately compared them with Kelvin, Huxley, and men of that calibre. The ordinary Englishman on the other hand, who had not been to a University, conjured up visions of seaside phrenologists or music-hall ventriloquists. Therefore the service suffered on both sides, because they were given a title to which they had no claim. They desired to find a title which would not raise too great expectations in the minds of the people amongst whom they worked and which would be intelligible. The only title suggested to him had been "tutor of the college," but he did not think any title was really necessary. A man might be a lecturer or teacher of history or a tutor, and such titles would be quite enough for the Englishmen if they were approved by the Indians concerned.

(The witness withdrew.)

BABU SARADA PRASANNA DAS, M.A., Officiating Principal, Hooghly College.

Written Statement relating to the Education Department, being a Memorandum embodying the Corporate opinion of the members of the Provincial Educational Service, Bengal.*

83,567. I. It is desirable that the two branches—Provincial and Indian—of the Superior Service be amalgamated into one Service.

The Resolution of the Government of India on the reorganization of the Educational Services dated the 23rd July 1896 stated in paragraph 6 that the Superior Service would consist of two branches—one including all posts to be filled by persons appointed in England, which will be called "the Indian Educational Service"; and the other, including all posts to be filled by recruitment in India, will be known as "the Provincial Educational Service." In the course of a reply in the Imperial Council, Sir Antony MacDonnell (afterwards Lord MacDonnell), the then Home Member, was pleased to explain that there was no difference between the two Services except as regards the place of recruitment, and the same reply was afterwards practically repeated by the then Secretary of State in the House of Commons. It was this principle of equality which was virtually given effect to, in Bengal at any rate, by the provision of seven Principalships of Colleges and four Divisional Inspectorships reserved exclusively for the officers of the Provincial Service (*vide* Bengal Government's letter to the Government of India—General (Education) Department No. 717, dated the 28th February 1894). In practice, however, the Provincial Service has come to be regarded by the Education Department as a subordinate Service, the newest recruit in the Indian Service being treated in many cases as senior to the most senior officer of the Provincial Service. This is probably due to the analogy to the Provincial Executive and Judicial Services, which are frankly subordinate to the Indian Civil Service, and also to the provision of acting allowances for the Provincial Educational Service officer officiating in the Indian Educational Service. The equality of the two Services was made quite obvious by the Government appointing (1) Mr. Brühl, a member of the Provincial Service, to the Principalship of the Sibpur Engineering

* Signed by Dr. P. C. Roy on behalf of the members of the Provincial Educational Service, Bengal. This written statement was subsequently modified by the supplementary and the further supplementary written statements, which follow. Dr. P. C. Roy's own evidence will be found in paragraphs 83,675-83,710.

College, which has on its staff several members of the Indian Service; (2) Mr. Duke, a member of the Indian Service, to a Professorship of the Cuttack College, the head of which is Mr. Shaw, an officer of the Provincial Service. These two appointments leave no doubt whatever as to the original intention of the Government of India to attach the same status to the two Services.

In proposing the amalgamation of the two Services we are only advocating an organization which would give effect to the intention of the Government Resolution referred to above, without the possibility of a deviation that has arisen in practice.

The great defect of the system under which the Provincial Service does not actually enjoy the same prestige as the Indian Service, in spite of the fact that several members of the former Service possess more distinguished academic qualifications and reputations, consists in this, that it supplies an object-lesson to our students in the colleges which is detrimental to the interests of sound education. For such invidious distinctions, based mainly on considerations of nationality, are calculated to weaken the students' self-respect. It could never have been the intention of Government to introduce such a system. The distinction that obtains now between the two Services is regarded by the members of the Provincial Service with a feeling of deep disappointment.

The principle which led the Government of India to recognize, in the above Resolution, the equality of the two branches of the Superior Service was mainly based on the two following considerations:—

(1) The respective officers of the two Services, working side by side in colleges, have exactly similar duties assigned to them, in recognition of which under a Resolution of the Bengal Government they are uniformly styled "Professors." Inasmuch as the Deputy Magistrates, Munsifs, and Subordinate Judges have altogether subordinate duties assigned to them, the Provincial Executive and Judicial Services are obviously differently related to the Indian Civil Service as compared with the relation which ought to subsist, and which was intended to subsist, between members of the Provincial and Indian Educational Services.

(2) In the matter of academic qualifications the members of the Provincial Service have equivalent, identical, and, in some cases, even decidedly superior qualifications as compared with those of the Indian Service generally.

We venture to think that the members of the Provincial Service have been, on the whole, discharging their duties as efficiently as the members of the Indian Service.

II. In order to attract distinguished graduates from European Universities, Europeans should be given a higher scale of pay, though the status of Indian and European officers should be exactly the same. The one amalgamated Service should therefore consist of two classes of posts: (1) posts carrying full salary, (2) posts carrying at least ⅔ths or 60 per cent. of the full salary. Distinguished Indian scholars should however be appointed on full pay in India also.

III. Posts of the former class will at present be held by the members of the existing Indian Educational Service, while those of the latter class will be similarly held by the members of the existing Provincial Service, subject to the following limitation:—

At least one-fourth of the full-salaried posts should be reserved for Indians of distinction, whether educated in Europe or India. To the posts so reserved specially meritorious Indians who may be already in the Service but drawing pay on the lower scale should be equally eligible for appointment. These appointments should be made on the recommendation of the Local Government.

IV. The present proportion of the cadre of the Indian Educational Service to the Provincial Educational Service is 1:3. This proportion should be reduced in future to 1:6, a corresponding increase being made in the number of posts carrying a lower salary. This would be in accordance with the recommendations of the last Public Services Commission.

V. In the recruitment of officers, European and Indian, only men of high academic qualifications should be held eligible.

VI. In the matter of special appointments, *e.g.*, Divisional Inspectorships, Principalships of Colleges, the posts of Assistant Director and Director of Public Instruction, there should be no distinction as between Indians and Europeans, *i.e.*, these posts should be open to all officers irrespective of appointments in India or England.

VII. Seniority of officers in any particular grade should be determined by the date of appointment to that grade, and not by the actual salary drawn.

VIII. The scheme of amalgamation of the two Services as they stand at present, if approved, should be worked on the following plan:—

There are at present 52 posts in the Indian Educational Service and 160 posts in the Provincial Educational Service. In the case of full-salaried posts mentioned in paragraph II, the initial pay should Rs. 500 rising to Rs. 1,000 in ten years by [illegible] increment of Rs. 50. Out of a total of 52 [illegible] posts should be included in this time-[illegible] case of posts with a lower sal[illegible] should be Rs. 300 rising to [illegible] annual increment of Rs. [illegible] posts in the Provincial Educa[illegible] should be included in the time-sca[illegible]

On completing ten years' service [illegible] should be eligible for admission into a Gr[illegible] constituted as follows:—

Grade.	Full Salary.		Lower Salary.	
	Number of posts.	Salary.	Number of posts.	Salary.
		Rs.		Rs.
V	6	1,200	18	720
IV	6	1,400	18	840
III	5	1,600	15	960
II	2	1,800	6	1,080
I	1	2,000	3	1,200

IX. Promotion from the ungraded to the graded list should be regulated chiefly by considerations of merit and not of seniority.

Supplementary Written Statement relating to the Provincial Educational Service.

GENERAL REMARKS.

83,568. Importance of the work of Educational officers, and especially the responsibility resting with teachers, are admitted on all hands. Professors in Colleges have not only to train men for Public Services and for the liberal professions, but they are also responsible for imparting sound education calculated to widen the bounds of knowledge and to build up the character of their students so as to make them, in the words of His Imperial Majesty, "loyal, manly and useful citizens." Lord Curzon, in the course of his address delivered at the annual Convocation of the Calcutta University on the 15th February, 1902, thus referred to the gravity and responsibility of those who choose the profession of teaching:—"I turn to those young men who are going to be teachers of others. I pray them to recognise the gravity and responsibility of their choice. Rightly viewed, theirs is the foremost of sciences, the noblest of professions, the most intellectual of arts. . . . . The first thing I would have you remember, therefore, is that you are not entering upon as easy or an idle profession. It is the most responsible of all."

In view of the gravity and importance of their work, only men of very high attainments and character should be selected for service in the Education Department, and the conditions of service, salary, leave and pension should be sufficiently attractive. It is therefore essential that the following *general principles* should be carefully observed by Government:—

(1) *Elimination of considerations of nationality.*—In recruiting Educational officers, considerations of race or nationality should be altogether left out of account, as it is necessary to appoint the best men available, to whatever *nationality* they might belong.

(2) *Widening of the place of recruitment.*—In recruiting officers for the Superior Educational Service,

recruitment should not be confined to a particular province or a particular country. Best possible men, *wherever available*, ought to be appointed.

(3) *Appointment by Local Government.*—Appointment to the Superior Educational Service in India should be made by the Local Government in consultation with the Director of Public Instruction and the University authorities in India. This point will be more fully explained under the head "Recruitment."

(4) *Amalgamation of the Provincial Educational Service and Indian Educational Service.*—The Provincial Educational Service, and the Indian Educational Service, which are only two branches of the *same* service, viz., the Superior Educational Service, should be amalgamated, in order that the distinction which has now arisen in practice between the two branches may be completely removed. This point, to which I attach great importance, will be dealt with more fully later on.

(5) *Appointment of Indians* to the highest posts in the Education Department.* — Qualified Indians (whether graduates of Indian or European Universities) should be appointed to the highest posts in the Education Department, viz., Principalships of Colleges, including the Presidency College, Divisional Inspectorships and the posts of the Assistant Director and the Director of Public Instruction.

(6) *Equal pay for both Indian and European officers, with compensation allowance for the latter.*—The pay of the amalgamated Superior Educational Service (hereinafter called the Bengal Educational Service) should be exactly the same throughout the whole period of service for both European and Indian officers, but European officers may be given a compensation allowance, as explained in the scheme herewith submitted (Enclosure A), in order to induce men of high qualifications to serve in a country remote from their homes.

(7) *Personal allowances in recognition of special merit.*—Personal allowances should be given to distinguished members of the Bengal Educational Service, whether European or Indian, in recognition of special merit, as explained in the scheme appended to this note (Enclosure A). Some of these personal allowances (not exceeding one-fourth of the total number) may, however, be given to officers, Indian or European, of special distinction, at the beginning of their service, if the interests of the service require that such inducements should be offered in special cases. (It is to be understood that in the case of Europeans a personal allowance, when granted, will be in addition to the usual compensation allowance.) Under this system of personal allowances distinguished officers of special merit will have every chance of getting a maximum salary of Rs. 2,000 a month, so that the Educational Service will attract best possible men, and there will be always an incentive to efficient work.

(8) *Some of the proposed personal allowances to be reserved for Indians.—At least* one-third of the number of the proposed personal allowances should be reserved for Indian officers, in order to induce the best Indian graduates to join the Education Department by an offer of surer prospects. Apart from all general considerations, the principle of reserving a certain number of posts for Indians in a branch of the Public Service has already been recognised by the Secretary of State for India in the case of the superior branch of the Public Works Department.

(9) *General improvement of the pay and prospects of Educational officers.*—The day. and prospects of promotion of Educational officers, which compare unfavourably with those of members of other branches of the Public Service, should be substantially improved. The initial pay and the maximum pay ought to be raised, and the service should be so constituted as to ensure a steady flow of promotion.

(10) *Time-scale.*—The pay of a member of the Bengal Educational Service, during the first ten years of service, should be regulated in accordance with a suitable time-scale to be explained later on (Enclosure A). This is already the case in the Indian Educational Service, the Provincial Engineer Service and the Telegraph Service.

* The term "Indians" has been used throughout this note in the sense of "Statutory Natives of India."

(11) *Reduction of the European element.*—The proportion of European officers to the Indian officers in the Superior Educational Service should be gradually reduced in the interest of economy, as more and more qualified Indians are available to represent Western culture. This is in accordance with the recommendations of the last Public Services Commission. In the present circumstances of the country, however, a certain number of highly distinguished European officers is indispensable in the Education Department, to assist in the "gradual union and fusion of the culture" of the East and the West. And when this ideal has been attained, it may be possible to work the educational machinery almost entirely through an indigenous agency.

83,569. **(I.) Method of recruitment.**—As already stated under the head of "General remarks," only the best men should be appointed to the Bengal Educational Service—

(*a*) to whatever nationality they might belong, and

(*b*) wherever they may be available (whether Europe or India). Every vacancy should therefore be widely advertised both in Indian and in English papers.

(*c*) Moreover, appointment to the Educational Service should be made by the Local Government in consultation with the Director of Public Instruction and the University, for the actual requirements in the case of any vacancy are better known to the Local Government than to the India Office. Moreover, character and attainments of Indian graduates, as compared with those of European graduates, are more fully known to the Local Government than to the authorities at home. As to the recruitment of European graduates, the India Office may invite applications from them and forward them to the Local Government with memoranda on their qualifications.

(*d*) Men of high academic qualifications (whether European or Indian), especially those who after a brilliant University career have gone through a post-graduate course of study so as to specialise in the subjects they are required to teach, or men who after a distinguished University career have proved themselves to be highly capable teachers, in private colleges, should only be appointed to the Bengal Educational Service.

83,570. **(II.) System of training and probation.**—All officers, excepting those who have already had experience of college work, for a period of not less than two years, should be appointed in the first instance for two years. If recruitment be made in the manner already suggested, no special training will be necessary after appointment to the service.

83,571. **(III.) Conditions of service.**—Duties of a Professor should not be confined to lecture work. He should be responsible for the physical and moral training of the students under his charge, as much as for their intellectual training. He should encourage sports and games, and have free intercourse with them in the debating clubs, the common room, the playground, the hostels, and even in his own house. In short, he should mould the life and character of all students under his care. With a view to facilitate social intercourse between Professors and students, the former should be provided with free quarters within the precincts of the college.

83,572. **(IV.) Condition of salary.**

A.—EXISTING CONDITIONS OF SALARY IN THE PROVINCIAL EDUCATIONAL SERVICE.

(*a*) *Constitution of the Provincial Educational Service.*—The Provincial Educational Service is now divided into eight classes, the pay and the strength of which are shown below:—

Class.	Number of Posts.	Pay.
		Rs.
I.	5	700
II.	10	600
III.	11	500
IV.	14	400
V.	18	350
VI.	23	300
VII.	32	250
VIII.	34	200

(*b*) *Low initial pay.*—The initial pay (Rs. 200) is inadequate. The initial pay of the Provincial Executive Service is Rs. 250.

(*c*) *Low maximum pay.*—The maximum pay to which a member of the Provincial Educational Service is now entitled is Rs. 700. The pay of the highest grade in the Provincial Executive Service is Rs. 800, and in the Provincial Judicial Service Rs. 1,000. Moreover, members of the Provincial Civil Service (both Executive and Judicial) are allowed to hold some listed posts, but there are not even openings of this kind for members of the Provincial Educational Service, however brilliant or meritorious they may be.

(*d*) *Slow promotion.*—Promotion is very slow in the Provincial Educational Service for two reasons. *In the first place,* the number of posts in the lower classes is very large as compared with the number in the higher classes, and in consequence, even under the most favourable circumstances, nearly two-thirds of an officer's whole period of service must be spent in getting through the three lowest classes. *Secondly,* nothing has been more conducive to slow promotion than the old practice (which has not yet been altogether discontinued) of appointing some officers direct to one of the higher classes in the Provincial Educational Service. From 1897 to 1905 about 20 officers were appointed direct to classes VI. and VII. (the lowest class being class VIII.), and some even to class V. Quite recently (in August, 1913) an officer was appointed sub. *pro tem.* direct to class III. of the Provincial Education Service. The result is that most of the appointments in the higher classes are now held by officers who will retire later than many of the members of the lower classes; and though some relief is thus afforded to the former, it is merely at the expense of the remaining officers who form the majority.

B.—CONDITIONS OF SALARY AS THEY SHOULD BE.

(*a*) *Introduction of a system of progressive pay (time-scale).*—In a service like the one which is now called the Provincial Educational Service (but which, I propose, should be amalgamated with the present Indian Educational Service, the amalgamated service being called the Bengal Educational Service), the graded system can hardly work satisfactorily; *firstly,* because the strength of the service is very limited, and, *secondly,* because it is sometimes found necessary to appoint some of the officers on special rates of pay higher than the pay of the lowest class, and in such cases appointment has to be made direct to some of the higher classes, over the heads of deserving officers in the lower classes, thus seriously blocking a normal flow of promotion and giving rise to a bitter feeling.

It would no doubt be *possible* to improve the pay and prospects of members of the service even by retaining a graded system, provided the service were constituted on the following lines:—

(1) The pay of each grade is to be substantially increased.

(2) The number of posts in the lower classes is to be substantially reduced, a corresponding increase being made in the number of posts in the higher classes.

(3) Finally, it is to be strictly observed that under no circumstances appointment should be made to any class other than the lowest.

I should, however, strongly advocate the *introduction of a system of progressive pay* in place of the present graded system, at least during the first ten years of service, as in the Indian Educational Service or in the Provincial Engineer Service, as this will remove the grievance just referred to (namely, the appointment of outsiders over the heads of deserving officers), and secure a regular flow of promotion and make the service more popular.

(*b*) *Raising the initial pay.*—The initial pay should be raised to Rs. 300 a month.

(*c*) *More rapid promotion.*—The rate of promotion should be much more rapid than at present. In order to give effect to my suggestions under the three preceding heads, viz., (*a*), (*b*) and (*c*), I should strongly urge that the pay during the first ten years of service should be Rs. 300—30—600 a month, *i.e.,* the initial pay should be Rs. 300 a month rising to Rs. 600 a month in ten years by an annual increment of Rs. 30 per mensem.

(*d*) *Raising the maximum pay.*—The pay of the highest grade should be Rs. 1,300 a month. This, of course, implies that there should be some intermediate grades—for example, two grades on Rs. 1,000 and Rs. 800 respectively. The constitution of the amalgamated Superior Educational Service, as proposed by me, will be explained later on in the scheme annexed to this note (Enclosure A).

(*e*) *Personal allowance to specially meritorious officers.*—Personal allowances should be granted to officers of exceptional merit in addition to the grade pay (*vide* Enclosure A).

83,573. **(V.) Conditions of leave.**—(*a*) Equal facilities should be given to members of both the Indian and the Provincial branches of the Superior Educational Service for self-improvement and for keeping them abreast with the times, and there should be no difference as regards leave rules, especially in the case of furlough, so as to afford equal opportunities to all Professors for study in Europe or in different parts of India.

(*b*) Privilege leave is allowed to Educational officers enjoying regular vacations—(*i*) on half pay, and (*ii*) only when there is urgent necessity. The Director of Public Instruction should be authorised to relax the second condition at his discretion, and to allow privilege leave in cases of ordinary necessity.

(*c*) The head of an office should be allowed discretion to extend casual leave from ten to fifteen days in the year, especially in cases of urgent necessity.

83,574. **(VI.) Conditions of pension.**—(*a*) Twenty-five years' active service should entitle an officer to full pension.

(*b*) Twenty years' active service should also qualify for full pension in the case of—

(*i*) officers who may be invalidated by competent medical authorities,

(*ii*) officers who are admitted into the Educational Service from private colleges at an advanced age, and

(*iii*) officers of special merit who may be willing to retire before completing 25 years of active service.

83,575. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**

A.—EXISTING CONDITIONS.

(*a*) Indians, however high their academic qualifications may be, are almost completely debarred from appointment to the Indian Educational Service. Prior to the reconstitution of the present Superior Service in 1897, men like Pandits Iswar Chandra Vidyasagar and Mohesh Chandra Nayaratna, Babus Bhudeb Mukherjee, Prasanna Kumar Sarbadhikari, Umesh Chandra Dutta and Peari Charan Sarkar, who had purely Indian qualifications, were considered to be very valuable acquisitions to the Superior graded service; but since the constitution of the Provincial Educational Service in 1896, even distinguished members of this service, like Dr. P. C. Roy and Dr. D. N. Mallik, who are well-known for their researches and high character, have not been admitted into the Indian Educational Service.

(*b*) Non-Europeans in the Provincial Educational Service are not allowed now to hold the highest posts in the Education Department, *e.g.,* Principalships of the Presidency and Dacca Colleges, the Civil Engineering College, Sibpur, and of the Calcutta Madrasa, Divisional Inspectorships (with one exception), and the post of the Assistant Director of Public Instruction, not to speak of the post of the Director of Public Instruction. Only a few years ago seven Principalships of Colleges, including the Ravenshaw College (now in Bihar and Orissa), and four Divisional Inspectorships were reserved exclusively for members of the Provincial Educational Service, but at present only three of the Principalships and one Divisional Inspectorship are open to members of the Provincial Educational Service. Thus, while the number of listed posts thrown open to the Provincial Civil Service is being gradually increased, there has been unfortunately a distinctly retrograde move as regards the Provincial Educational Service in respect of appointment to posts of higher responsibility.

(*c*) *The working of the existing system of division of the Superior Educational Service into Imperial and Provincial* has proved very unsatisfactory, and has given rise to bitter discontent. In the resolution of the Government of India on the reorganisation of the Educational Services, dated the 23rd July 1896, and in the Bengal Government Resolution No. 1244, dated the 26th March 1897, it was stated that the Indian Educational Service and the Provincial Educational Service were only two branches of the *same service*, viz., the Superior Educational Service. It was clearly explained in the Imperial Council and also in Parliament that there was no difference between the two branches of the service, except in respect of the place of recruitment and the pay. But in actual practice a member of the Provincial Educational Service has come to be regarded in the Education Department as inferior to a member of the Indian Educational Service, *e.g.*, a man like Dr. P. C. Roy, the present senior officer of the Provincial Educational Service, who has earned a world-wide reputation for his original work in Chemistry, is regarded inferior in status even to the junior members of the Indian Educational Service.

B.—NECESSITY OF REMOVING THE EXISTING LIMITATIONS AND THE DISTINCTION BETWEEN THE INDIAN EDUCATIONAL SERVICE AND THE PROVINCIAL EDUCATIONAL SERVICE.

(*a*) If graduates of Indian Universities are found competent enough to be Judges of the High Court or members of the Executive Council (both Imperial and Provincial) or to hold the highest appointments in the enrolled list of the Financial Department of the Government of India, there are no grounds for debarring them from holding the highest posts in the Education Department, including the post of the Director of Public Instruction.

(*b*) The distinction which has arisen in practice between the Provincial and Indian Educational Services should be completely removed, and the two services amalgamated into one service, to be called the Bengal Educational Service. I lay great stress on this point for the following reasons:—

(1) The distinction which has now arisen in practice was never originally intended by Government, as already explained under the head "A—existing conditions," and it is obviously desirable to give effect to the original intention of Government.

(2) The Provincial Educational Service does not bear to the Indian Educational Service the same relation that the Provincial Civil Service bears to the Indian Civil Service. Members of the Provincial Executive and Judicial Services have altogether subordinate duties assigned to them, and are distinctly subordinate to members of the Indian Civil Service. But members of the Provincial Educational Service and of the Indian Educational Service, working as Professors in colleges, have exactly similar duties to perform. The equality of status between these two classes of officers is indicated also by the fact that they bear the identical designation of Professors, while members of the Provincial Civil Service (both Executive and Judicial) have designations ["*Deputy* Magistrates," "*Subordinate* Judges,"] which obviously imply an inferiority of status, as compared with members of the Indian Civil Service.

(3) As regards academic distinctions, it may be pointed out that only the best graduates of Indian Universities are, as a rule, appointed as Professors in the Provincial Educational Service, and their qualifications may be said to be of a high order, even in comparison with those of the members of the Indian Educational Service, especially as the best European graduates are not always available for this service.

(4) As regards the actual success attained by the European and Indian graduates respectively as Professors in colleges, the best method of arriving at a definite conclusion is to compare their abilities as teachers and disciplinarians, their character, and above all the enthusiasm with which they devote their time and energy to furthering the best interests of the students committed to their care.

(5) The difference in status between the Provincial and Indian Educational Service officers, which has arisen in practice, though not intended by Government, has given rise to a feeling of intense bitterness in the minds of the more deserving members of the Provincial Educational Service. This feeling should be removed in the interests of sound education.

Amalgamation of the Indian and Provincial branches of the Superior Educational Service may be effected on the lines illustrated by the scheme herewith submitted (Enclosure A). The scheme is based upon the principles relating to conditions of service, salary and status already formulated, and may, of course, be modified by the authorities in detail, the main principles being, however, allowed to remain unchanged.

83,576. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—(*a*) To ensure cordial relation between members of the Educational and other branches of the Public Service, there should be mutual intercourse and exchange of views.

(*b*) The status of members of the proposed (amalgamated) Educational Service should be higher, irrespective of pay, than that of members of the Provincial Civil Service (both Executive and Judicial). Members of the Indian Educational Service are already accorded a higher rank than Deputy Magistrates and Sub-Judges, and members of the Provincial Educational Service, as already pointed out, should have the same rank as those of the Indian Educational Service.

83,577. **(IX.) Some other points.**—(1) Inspectors of Schools, Additional Inspectors of Schools and Assistant Inspectors of Schools should continue to be included in the same service as Professors in colleges for the following reasons:—

(*a*) It is necessary that the superior inspecting agency and the controlling officers of the Education Department should be men of as high academic qualifications as Professors in colleges and have also teaching experience, without which no effective control can be exercised over the teaching work in schools and colleges. Professors of some years' experience may therefore be appointed with advantage as Inspecting officers.

(*b*) It may happen that some of the Professors will find sedentary work unsuited to the state of their health, and a change of occupation may prove reinvigorating, and may thus prevent a too early termination of their career of usefulness; and, on the other hand, inspection work will not degenerate into a mechanical routine work, if fresh ideas and spirit be occasionally infused into it from the atmosphere of college life.

(2) All officers doing lecture work in colleges should be men of high academic qualifications. It is therefore necessary to discontinue the practice now obtaining in the Education Department of appointing some Lecturers on an as low initial pay as Rs. 125 a month.

(3) The Principal of every Government College should be given a suitable local allowance, and also provided with residential quarters, free of rent, within or near the college, in consideration of his heavy duties and responsibilities, which consist in administrative work, a large volume of office work, including checking of accounts and control of the hostels, in addition to lecture work.

(4) Married members of the proposed (amalgamated) Educational Service, in large towns, should receive adequate house allowance, unless they can be provided with free quarters. This concession has already been allowed to all married members of the Indian Educational Service living in Calcutta.

(5) The relation between two or more Professors teaching the same subject in a college should be one of co-ordination and mutual co-operation. Each of them should be responsible for his work directly to the Principal of the College, and not to any of his colleagues.

(6) No officer of less than 10 years' experience (whether European or Indian) should be appointed to the responsible post of Principal of a College or Inspector of Schools, as an accurate knowledge of the

conditions and requirements of those under his charge, and a clear and ready perception of the practical measures best suited to their welfare, are essential for successful performance of the duties of an educational administrator.

(7) There are some posts included in the Provincial Educational Service (*e.g.*, post of the Head Maulvi, Calcutta Madrasa, Superintendent, Apprentice Department, Civil Engineering College, Sibpur), for which it may be necessary to recruit officers on a rate of pay higher than the pay of the lowest class. Inclusion of such posts in a graded service necessitates appointment of outsiders over the heads of deserving officers in the lowest grades. Posts of this kind should therefore be placed outside the grades of the service, with a view to remove a keenly felt grievance arising from the appointment of outsiders to higher grades.

(8) Headmasters of schools, and other officers not connected with College education, should not be included in the proposed Bengal Educational Service, care being, however, taken that their prospects may not in any way be prejudiced.

83,578. *ENCLOSURE A.—SCHEME OF THE PROPOSED AMALGAMATED SUPERIOR EDUCATIONAL SERVICE TO BE CALLED THE BENGAL EDUCATIONAL SERVICE.*

(1) STRENGTH OF THE SERVICE.

A.—Present strength of the Indian Educational Service and the Provincial Educational Service.

(*a*) The number of posts in the Indian Educational Service is 56 (including the three posts outside the grades), of which 12 are vacant now. But there are actually 44 officers in the Indian Educational Service, viz., 39 Europeans and five Indians, including those outside the grades. (These figures have been taken from the quarterly Civil List for Bengal corrected up to the 1st July, 1913.)

(*b*) The strength of the Provincial Educational Service (according to the issue of the Civil List referred to above) is 147. But the actual number of officers in the service is now 133.

(*c*) It will thus be seen that the total strength of the Indian and Provincial Educational Services is 203 (56 in the Indian and 147 in the Provincial Service), but that the *actual number* of officers in the two services is 177 (44 in the Indian and 133 in the Provincial Service).

B.—Strength of the proposed Bengal Educational Service.

(*a*) The strength of the proposed Service should not *exceed* 177, the *actual* number of officers now in the Indian and Provincial Educational Services.

(*b*) As suggested in my memorandum under the head "IX.—Some other points", in the paragraph marked (8), officers having no direct connection with college education (and also those doing chiefly tutorial work or working as assistants in colleges) should not be included in the proposed Service, though Inspectors of Schools and Assistant Inspectors of Schools should continue to be so included for reasons explained under the head "IX.—Some other points", in paragraph marked (1). Twenty-five to 30 officers may thus be removed from the cadre of the Provincial Educational Service. On the other hand, some of the lectureships in colleges now included in the Subordinate Educational Service should be included in the proposed Service, some however being converted into posts of college tutors.

The strength of the proposed Service should therefore be about 160 as follows:—

Actual number of officers in the Provincial and Indian Services	177
Number of Headmasters and others to be transferred (roughly)	27
Remaining number ...	150
Number of Lectureships to be included (roughly)	10
Total strength ...	160

(2) PROPORTION OF EUROPEAN OFFICERS TO INDIAN OFFICERS IN THE PROPOSED SERVICE.

For the present the *number* of European officers should be 40, which is about their actual *number* in the Indian Educational Service now. The number of Indian officers should therefore be 120.

European officers should be gradually replaced by Indian officers of similar qualifications, so far as practicable. This will lead to economy, as the number of compensation allowances will thus be gradually reduced. In my opinion the number of Europeans should be reduced by at least 15 (which appears to be practicable) during the next 20 years on the gradual retirement of the senior officers. Since the passing of Lord Curzon's Universities Act, the standard of education in Indian Universities has considerably advanced, and a steadily increasing number of Indians now proceed to foreign countries for study.

(3) CONSTITUTION OF THE PROPOSED SERVICE FOR BOTH EUROPEANS AND INDIANS.

(*a*) *The time-scale* (*Rs.* 300—30—600 *in* 10 *years*).—The initial pay of an officer of the Bengal Educational Service should be Rs. 300 a month, rising to Rs. 600 a month in 10 years by an annual increment of Rs. 30 a month.

(*b*) *The graded service.* — (1) After completing 10 years' service, all officers will enter into a graded service in order of seniority, though they must draw for some years a fixed pay equal to the maximum pay of the time-scale (*i.e.*, Rs. 600 a month) before they will find admission into the graded service, which will necessarily be contingent upon the gradual retirement of the senior officers in the highest grades.

(2) Of the proposed 160 posts to be included in the Bengal Educational Service, 100 may be allotted to the time-scale and 60 to the graded service, which may be divided into three classes or grades.

(3) The pay and the strength of each grade, as proposed, are shown below:—

Class (grade).	Pay.	Strength.
	Rs.	
I.	1,300	5
II.	1,000	20
III.	800	35

Time-scale Rs. 300—30—600 in 10 years 100.

(4) COMPENSATION ALLOWANCE FOR EUROPEAN OFFICERS.

Every European officer, being a graduate of a European University, should be given a compensation allowance of Rs. 300 a month, so long as his pay does not *exceed* Rs. 1,000 a month. The allowance should cease to be given to an officer as soon as he is promoted to Class I (Rs. 1,300), *firstly*, because a compensation allowance is not necessary in the case of an officer drawing a pay of Rs. 1,300 per month, and, *secondly* (and chiefly), because a specially meritorious officer will be able to earn a personal allowance (as explained in the next paragraph) long before he rises to the highest grade.

(5) PERSONAL ALLOWANCE.

(*a*) A definite number of personal allowances should be assigned to the Service, to be granted to officers (European or Indian) who may prove themselves to be *specially* meritorious *ordinarily* after 10 years of service.

(*b*) Some of these personal allowances may, however, be given to officers (Indian or European) of special distinction, at the beginning of their service, if the interests of the Service require that such inducements should be offered in special cases, but the number of allowances granted in this manner should not exceed *one-fourth* of the total number of allowances assigned.

(*c*) In the case of a European officer, a personal allowance, when granted, will be in addition to the usual compensation allowance, except when the officer rises to the highest grade.

(*d*) The number and value of the proposed personal allowances may be as follows:—

Personal allowances.

Grade.	Number.	Amount.
		Rs.
1st grade	2	700
2nd „	4	500
3rd „	6	300
4th „	12	200

N.B.—The grades of personal allowances are independent of the grades of the Service, and there is no correspondence between them.

(*e*) At least *one-third* of the personal allowances should be reserved for Indian officers in order to induce the best Indian graduates to join the Educational Service by an offer of surer prospects.

(*f*) A *specially* meritorious officer should be granted, in the first instance, after at least 10 years of service, an allowance of the lowest grade (Rs. 200), but as senior officers drawing higher personal allowances gradually retire, he will be eligible for allowances of higher grades. But these allowances will not be granted merely in order of seniority.

(6) PROMOTION AND SENIORITY.

Seniority will be regulated according to the dates of appointment to the Service. Promotion up to Class III (Rs. 800) should be in accordance with seniority, but in the case of higher grades it should be regulated chiefly according to merit.

(7) PROSPECTS OF EUROPEAN OFFICERS UNDER THE PROPOSED SCHEME AS COMPARED WITH THEIR PRESENT PROSPECTS IN THE INDIAN EDUCATIONAL SERVICE.

(*a*) A European officer will rise from Rs. 600 a month (Rs. 300 pay + Rs. 300 compensation allowance) to Rs. 900 a month (Rs. 600 pay + Rs. 300 compensation allowance) during the first 10 years. The average income therefore will be the same (Rs. 750 a month) both in the proposed scheme and in the existing Indian Educational Service during the first 10 years of service for *European officers*.

(*b*) As a compensation allowance of Rs. 300 is proposed to be granted to European officers up to class II, this allowance will make their pay and prospects in the proposed scheme probably a little better than at present.

(*c*) The chief attraction of the proposed scheme to really distinguished men is the scheme of personal allowances. A specially distinguished and meritorious officer will certainly rise to Rs. 2,000 a month (Rs. 1,300 pay + Rs. 700 allowance).

(*d*) Moreover, inclusion of a large number of Indian officers in the European service will not prejudice a meritorious European officer, as comparatively less meritorious members of the service will not rise beyond class III (Rs. 800), nor will they be entitled to personal allowances.

Further Supplementary written Statement relating to the Education Department, being a Memorandum on the working of the division of the Superior Educational Service into Imperial and Provincial branches.

83,579. In the Written Statement submitted by me on the 1st October 1913 (*vide* paragraphs 83,568-78), I could not, for want of time, deal adequately with the important subject of the working of the division of the Superior Educational Service into two branches, Indian and Provincial. Moreover, as the time allowed was only a week, I could not then fully ascertain the views of *all* the officers whom I have been called upon to represent. I therefore beg to submit this supplementary memorandum, dealing more fully with the subject of the existing division of the Superior Educational Service into two branches and their proposed amalgamation.

The distinction between the Indian and the Provincial branches of the Superior Educational Service is threefold *in actual practice*, viz. in regard to the status, the place of recruitment and the pay.

(A) *UNEQUAL STATUS.*

In spite of the repeated declarations of the highest authorities, the status of an officer of the Provincial Educational Service has come to be regarded as distinctly inferior to that of an officer of the Indian Service. This, however, is inevitable, under the existing circumstances. For it is almost inconceivable that the status of a body of officers belonging to a *distinct* branch of the service, drawing pay on a lower scale, could ever be equal, except in theory, to that of the officers in the other branch of the Service.

(B) *DIFFERENCE AS REGARDS THE PLACE OF RECRUITMENT.*

The distinction between the Indian and the Provincial Educational Services, as regards the place of recruitment, is highly objectionable, as well as unnecessary, at the present stage of development of the Indian Universities. My reasons for arriving at this conclusion are as follows:—

(*a*) *Introduction of racial considerations.* The present system, under which recruitment for the highest posts in the Education Department (*i.e.*, the posts in the Indian Service) is made *invariably* and *exclusively* in Europe, introduces racial considerations and throws the question of academic distinctions and qualifications in the back-ground. The last Public Services Commission recommended recruitment in England for Professorships in those branches of learning only, in which the European standard of advancement had not been attained in India at the time. The recommendation was obviously based on considerations of qualifications and academic distinctions; but Government of India (Home Department) in their No. $\frac{4\text{—Edn.}}{204\text{—}205}$ dated the 23rd July 1896, on the subject of the reorganisation of the Educational Service, stated as follows (in paragraph 15):—"In future natives of India who are desirous of entering the Educational Department will usually be appointed in India and to the Provincial Service" (*p.* 185, Papers relating to the Reorganisation of the Educational Service in India from 1891-97. The result of this has been (1) that no graduates of Indian Universities, *however distinguished or capable*, can now find admission into the Indian Education Service, (2) that distinguished Indian graduates of European Universities, like Dr. P. C. Roy, have been refused admission to that Service, but (3) that an ordinary *European* graduate of the Calcutta University (Mr. Billing) could find an easy access to the Indian Service.

(*b*) *Recruitment on protectionist principles unsatisfactory.* The hard and fast rule regarding the place of recruitment leads to the undesirable result that candidates of no superior merit in Europe, under the protection of this exclusive rule, are sometimes appointed in preference to more distinguished and capable men in India.

(*c*) *Progress of Indian education and research.* Since the last Public Services Commission, there has been a considerable progress of education in India. The number of qualified Indians available for higher educational work is unquestionably much greater *now* than was the case 25 years ago, and the standard of education in Indian Universities is distinctly higher now. Within recent years, the Calcutta University has taken steps not only to raise its standard of education, but to impart a decided stimulus to advancement of knowledge by insisting upon writing an original thesis as the essential condition for the award of the degree of Ph.D., as well as of the Premchand Roychand Scholarship, and by taking care to appoint as University Professors, specialists and scholars of distinction. It is also a fact that within recent years, many Indian graduates have shown considerable aptitude for research. Some Indian members of the Calcutta Mathematical Society (started only a few years ago) have done useful original work, while a visit to the Chemical Laboratory of the Presidency College, where a band of enthusiastic chemists have been carrying on valuable original research under the guidance of Dr. P. C. Roy, will convince everybody that there is now no lack of intellectual atmosphere in India.

(*d*) *Recruitment on free trade principles unobjectionable.* Even supposing the number of properly qualified Indians to be really few even now (which certainly is not the fact), I do not see any possible objection to keeping an open door for both Europeans and Indians, which means that in the case of every vacancy, the Local Government must select the best man from among all available Indian and European candidates. On the other hand, recruiting exclusively in Europe is at present not only unnecessary, but has been operating merely as an effective bar against the admission of even the best graduates of Indian Universities to the higher Service and has in consequence created grave dissatisfaction in the Provincial Service.

(c) *UNEQUAL PAY.*

The average monthly earning of a member of the Indian Educational Service is about *three times* as large as that of a member of the Provincial Educational Service. According to my calculations based on the figures in the Civil List for Bengal corrected up to the 1st July 1913, the average cost to Government, in July 1913, was Rs. 801, for a member of the Indian Education Service, and Rs. 295, for a member of the Provincial Educational Service (and I may add incidentally, Rs. 1788 for a member of the Indian Civil Service, Rs. 903 for a Superintendent of Police, Rs. 411 for an Assistant Superintendent of Police, Rs. 376 for a member of the Provincial Civil Service, Executive branch, and Rs. 367 for a member of the Provincial Civil Service, Judicial branch, *so that the Provincial Educational Service officer, whose status is said to be as high as that of an officer of the Indian Educational Service and therefore higher than that of members of the Provincial Civil Service happens really to be the most ill-paid of all*!) It is almost inconsistent with the self-respect of the Indian Professors in the Provincial Educational Service that for doing exactly similar work and with as much ability and success, generally speaking, as members of the Indian Service, they should be allowed about a third part of the remuneration of the latter. It is a significant fact that with only a few exceptions, the most brilliant graduates of the Calcutta University (I mean particularly those few who distinguish themselves by securing the first or second place in all the University Examinations from the Matriculation up to the M.A.) have fought shy of the Provincial Educational Service in Bengal, and those that have actually joined the Service are altogether dissatisfied with the conditions of their Service.

As regards the question of inequality in salary between Indian and European officers doing similar work, the simple issues are:—

(*a*) Is it fair (and if fair, to what extent) to allow a higher salary to European officers, on account of the greater cost of their living and on account of the sacrifices they make in serving in a distant country?

(*b*) Is it not desirable to attract the most qualified men to the Educational service by offering them comparatively better prospects? If desirable, should not such better prospects be offered in the shape of higher pay rather than in the shape of personal allowances for special merit, in view of the practical difficulty as regards judging of special merit?

(*c*) Is a Professor in the Provincial Service really of so inferior merit as to deserve only about a third part of the salary of a Professor in the Indian Service?

I shall now deal with these issues one by one.

(*a*) If the cost of living is higher in the case of a European officer, the Indian officer has to support or at any rate to help his poorer relations, out of a feeling of charity, which is his national characteristic. Moreover, the Indian officer is *obliged* to live in insanitary conditions and cannot get good medical help or benefits of residence in healthy stations on account of lower pay and thus meets with death at an age when the European officer enjoys a vigorous health. It would, therefore, be quite unfair to contend that the Indian officer requires less money, because his physical needs are fewer. Candidly, however, I must say that the pay attached to a post should be determined solely by the duties and responsibilities and not by the needs of the incumbent of the post.

At the same time, I admit that if a European candidate has to be appointed as a matter of *real necessity* and *in the interest of education* to any post for which all the available Indian candidates are found to be comparatively less suitable (I believe such cases are few now and will be fewer still in the course of the next 20 years), then and then only I would give a suitable compensation allowance *at a fixed rate* (say Rs. 300 a month to the European candidate, in consideration of the sacrifices the latter would have to make in accepting service in a distant country and I would also devise a scheme of personal allowances for special merit, which in itself would prove sufficiently attractive to the meritorious European graduates, as much as to the best Indian graduates (Vide Enclosure A to my memorandum dated the 1st October, 1913).

(*b*) In order that the best men may be attracted to the Service, it is no doubt desirable to differentiate the emoluments of educational officers to some extent, but not certainly on racial grounds or on the basis of the sentimental belief that graduates of classical Universities like Cambridge and Oxford are necessarily superior to graduates of comparatively modern Universities in Europe and India, nor as a rule, even on the basis of *initial* qualifications, however high, for *all* the recruits should be men of high acedemic qualifications, whether Indian or European. The only just and logical basis of differentiation is *real merit*, which should be judged by the standards of (1) ability as Professors or Educational administrators, (2) capacity for original work, (3) enthusiasm and devotion to duty, (4) moral character and (5) last but not least, in the case of Professors, capacity for building up the character of students, which means the capacity to understand the pupils, to sympathise with them and thus to acquire a real power of control over them, and in the case of educational administrators, accurate knowledge of local conditions and requirements and a clear preception of the measures best suited to the local needs. The differentiation should, therefore, be made, not generally at the time of recruitment, but after 10 years of service, and some personal allowances should be set apart for rewarding special merit, irrespective of nationality, as explained in my scheme (Vide Enclosure A to my memorandum dated 1st October, 1913). The only objection that might be raised against my scheme of personal allowances for special merit is that it would be difficult for Government to discriminate between the different officers; but this difficulty has to be faced even now, in making selections for the most responsible posts in each Department and in awarding titles, distinctions and special promotions. The difficulty, however, will be minimised, if the personal allowances proposed by me are attached partly to more responsible posts (such as Principalships and Divisional Inspectorships), but it is desirable that some of them should also be thrown open to the entire body of Professors, Indian and European.

(*c*) I do not believe that any fair-minded person will contend that the Provincial Service officer is really of such an inferior type that he deserves only a third part of the pay of the Indian Service officer, for doing exactly similar work. Judged by the various tests mentioned in the preceding paragraph, Professors in the Provincial Service will be found unquestionably to be as efficient as members of the Indian Service generally, and some of them, distinctly of superior merit. There have been many Indian Professors in the Presidency College, Calcutta (and also elsewhere), enjoying a higher reputation for ability as Professors than many European Professors in the same College. There has also been a large number of Indian Principals of Colleges and Divisional Inspectors of Schools who discharged their duties to the satisfaction of those who supervised their work (Vide the reply of Bengal Government to interpellations put in the Bengal Legislative Council by the Hon'ble Dr. Debaprasad Sarbadhikary on the 2nd April, 1913). As regards the original research, not only some of the senior members of the Provincial Education Service, but several members of the lower

grades of the Service have distinguished themselves by doing original work. In the matter of building up the character of students, European Professors generally cannot be expected to do as much as their Indian colleagues, as it is difficult for the former to understand their pupils, to get an insight into their inner life by having a free and intimate intercourse with them and thus to acquire real control over their private life.

As regards the relative merits of Indian and European Educational officers, I cannot do better than to give below some extracts from letter No. 11,029 dated 11th August, 1892, from the Director of Public Instruction, Madras, to the Chief Secretary to the Government of Madras:—

"European experience in Educational matters is of less value in India than in Great Britain. The cleverest don from Oxford or Cambridge may prove a failure as an Indian Educationist."

"The Professorships of Mathematics, History, Sanskrit and Philosophy have been held, with credit either permanently or temporarily, on several occasions, by natives of India" (Vide para. 3 of the letter referred to, pp. 12–13 of the Papers relating to the Reorganisation of the Education Service in India from 1891–97).

If it was true so far back as 1892, it is more so now, after a steady and considerable progress in education for 21 years. Perhaps I may add here that a statutory native of India (Mr. H. M. Percival) was acknowledged for many years as the most distinguished Professor of English in Bengal, and a similar reputation for English scholarship and success as a Professor of English was enjoyed by the late Rev. Lal Behari Dey, the author of "Folktales of Bengal," "Govinda Samanta" &c. Mr. Homersham Cox (lately of the Muir Central College, Allahabad) is of opinion that "there are Indians thoroughly competent, although they have never studied in Europe," and that "a superstitious value is sometimes attached in India to a European degree." Mr. Cox concludes as follows:—"The conclusion then is that already many, eventually all, of the posts of the Indian Educational Service with the doubtful exception of the Professorhsips of English, might be conferred on Indians." (*Modern Review*, Nov., 1912.)

I might mention the names of many illustrious Indian officers now in the Education Department, but it would be invidious to do so. I may, however, be permitted to mention the name of the late lamented Professor Benoyendranath Sen of the Presidency College, who was looked upon as the friend, philosopher and guide of his students and who combined with a high character and a deep religious fervour, exceptional abilities as a Professor and I have grave doubts if any European Professor is capable of exercising the same salutary influence on students as the last Professor Sen; and yet this distinguished Professor was all along in the Provincial Service and it was 8 or 9 years before he could get a lift to Class VII (*then* Rs. 200).

In these circumstances, I most emphatically condemn the existing division of the Superior Educational Service into two branches with unequal pay and recruited in different places. This kind of division is humiliating to the Professors in the Provincial branch and seriously affects their sense of responsibility and creates in them a sore feeling calculated to interfere with the proper discharge of their duties, specially outside the College. It tends to create in the officers in the Indian branch a feeling of artificial superiority and an attitude unfavourable to the growth of an *esprit de corps* among the members of the Service. Finally, it is an unwholesome object-lesson to the Indian students who do not fail to mark the differential treatment accorded to the ablest Professors of their own nationality.

THE ONLY REMEDY: AMALGAMATION ON THE BASIS OF EQUAL PAY.

In my humble opinion and in the opinion of the entire body of officers whom I represent, the two branches of the Service should be amalgamated into one undivided Service and the pay of all officers, Indian and European, should be made equal, the latter being, however, given a compensation allowance of Rs. 300 a month (Rs. 200 a month in the opinion of some officers). No further differentiation in emoluments should generally be made on the basis of initial qualifications, but special merit may be recognised, after 10 years of service, in accordance with a suitable scheme of personal allowances. Moreover, European candidates should be appointed, *only when suitable Indian candidates are not available*. With the exception of a few University chairs, which should be open only to specialists of established reputation, to be recruited on special terms for short periods, all the posts in the Education Department should eventually be filled solely by Indians.

As regards the absolute equality of pay of the officers, Indian and European, I consulted all the members of the Provincial Educational Service (Collegiate branch) and they have modified their views as expressed in the memorandum submitted by Dr. P. C. Roy on behalf of the entire Service. In that memorandum, which had to be prepared in a great hurry and without due consideration, for want of time, the posts of the proposed amalgamated Service were divided into two classes, viz., those carrying full pay and those carrying 60 per cent. of the full pay. But I am now in a position to say (and I have been actually requested by some of the officers to say) that after mature and deliberate consideration, the officers subsequently came to the conclusion that in the proposed amalgamated Service, there should be one and the same scale of *pay* for all officers, Indian and European.

I venture to hope that the Scheme I already submitted in my memorandum dated the 1st October, 1913 (Enclosure A to that memorandum) will meet the requirements of the situation. But as a result of further consideration and consultation with members of the Service, I should now suggest the following slight modifications in my original Scheme:—

(*a* Some of the proposed personal allowances in my scheme should be attached to certain specific posts (*e.g.* Principalships), while the rest should be thrown open to the whole body of the Service.

(*b*) At least half the number of more responsible posts to which personal allowances may be attached should be reserved for Indian officers. I do believe that Indians are now quite capable of standing on their own merit. But at the same time, it cannot be denied that in the past, Indian officers of undoubtedly superior merit have been regarded and still continue to be regarded as inferior to the newest European recruits in the Indian Service and it is also a fact that since the constitution of the Provincial Service, not a single Indian graduate of an Indian University, however meritorious, has been appointed to the Indian Service, while some of the Principalships and Divisional Inspectorships reserved in 1897 for the Provincial Service have now been actually reserved for the Indian Service. Hence there are reasonable grounds for apprehension that unless the claims of Indians are safeguarded by some kind of protection, their merit might not be adequately recognised in the future also. Moreover, the proportion of Indians to Europeans being 3 to 1 in my scheme, the demand for reserving at least half of the number of more responsible posts for Indians is moderate.

(*c*) With a view to reduction of cost, the constitution of the amalgamated Service, as proposed in my last memorandum may be modified as follows (the scheme of personal allowances, however, remaining the same as previously proposed by me):—

Class.	Pay.	Strength.
	Rs.	
I.	1,300	4
II.	1,000	8
III.	800	18
IV.	700	20

Time-scale 300—30—600 in ten years 110.

(*d*) Promotion up to Class II (Rs. 1,000) should be regulated chiefly according to seniority.

BABU SARADA PRASANNA DAS, called and examined.

83,580. (*Chairman.*) The witness represented the Provincial Educational Service of Bengal on the collegiate side. He was at present Officiating Principal of the Hooghly College, a position he had occupied for 2½ years. He had been in Government service for 15½ years. The explanation of the three written statements put in was that Dr. P. C. Roy originally called a meeting only of the Calcutta officers of the Provincial Service, but officers in the mufassal were not given sufficient time for deliberation or discussion. There was complete unanimity of opinion that the Indian and the Provincial services should be amalgamated into one service, but there was some difference of opinion as to the exact manner of working out a scheme of amalgamation. A scheme was adopted by the Calcutta meeting under which a certain number of posts would carry full salary, and others only 60 per cent. It was then contemplated that as a rule Indians would occupy only the lower salary posts, though some of them would be eligible for holding the full salary posts. Later on when the witness was informed on the 22nd September last that he had been elected to appear before the Commission he again consulted the members of the Service on the collegiate side and was told by most of them that they had modified their views. There was no change of opinion in connection with the essential principle that the Indian and the Provincial Services should be amalgamated, but it was now unanimously desired to abandon the idea of keeping Indians to a 60 per cent. salary standard.

83,581 In the detailed scheme contained in his written statement, dated the 1st October, 1913, he had proposed that 27 appointments now in the Provincial Educational Service should not be placed in the amalgamated service. This was his own personal view, but some of his colleagues were of a contrary opinion. The posts in question were those of headmasters of collegiate schools and superintendents of madrassahs.

83,582. In any reformed system consideration should be given to the actual work done as distinguished from the place of recruitment or race. On the collegiate side all the existing posts in the Provincial Educational Service were equally important with those in the Indian Educational Service and should be in the same service with them.

83,583. The recommendation that headmasters of schools should not be included in the proposed amalgamated service was made because nothing was gained by converting a headmaster into a Professor or a Professor into a headmaster: the headmaster should be recruited from amongst experienced schoolmasters in India, who might be M.A.'s and B.T.'s, but Professors could not be recruited from that source. He did not agree that the best training for an Inspector was that of a schoolmaster. A certain amount of teaching experience was necessary for an Inspector, but that experience could also be obtained in colleges.

83,584. With reference to salary, the officers now asked for equal pay with Europeans, but would not object to a foreign service allowance for the latter on account of their having to make certain sacrifices in taking up service in a foreign country. It should be provided, however, that Europeans were recruited only when suitable Indian candidates were not available. In the present circumstances of the country a certain percentage of Europeans was necessary, but it would be an advantage to appoint more Indians to higher posts. In the first place, the first-rate men from Europe would not generally accept service in India, and it was undesirable to increase the burden on the Indian taxpayer by appointing second and third-rate men from Europe. In the second place there had been considerable progress in education in India within recent years, and the number of highly qualified Indians available for higher educational work was much larger now than was the case 25 years ago. In the third place, one of the most important duties of a Professor was to build up the character of students and to influence their lives, and European Professors could do much less in that direction than Indian Professors, as the Europeans could not mix freely with the Indian students or completely understand them. There was a wide gulf between the European Professor and the Indian student, and there was no possibility of bridging it. It must be the work of Indian Professors to build up the character of Indian students.

83,585. A first-class Honours man from Cambridge or Oxford was not necessarily superior to a first-class man from an Indian University. From the point of view of scholastic attainments the M.A. degree of the Indian University would correspond to an Honour's Degree in Europe. He had never been to Europe himself and could not speak from actual experience. There were a good many officers in the service who had taken an Honour's Degree at an English University before coming out to India, and he would put most of them under the category of second or third class officers, because they had not proved successful Professors. The real test was not simply the initial University qualification, but ability as Professors or educational administrators, and success in building up the character of students. He himself set more store by actual success attained as educationalists subsequent to entry into the service. He did not consider a special training necessary for Professors; officers serving for a certain number of years in India would obtain the necessary training.

83,586. The wintess desired appointments to the proposed amalgamated service to be made by the Local Government, and not by the India Office. For a particular vacancy applications should be invited from both European and Indian candidates, and the best amongst them should be appointed by the Local Government. In the case of candidates in England, the India Office might forward applications with comments on the qualifications to the Local Government. If the India Office objected to forwarding applications to a Local Government, a Board might be constituted at the India Office to receive applications and forward them. His proposal would take the selection right out of the hands of the India Office and hand it over to the Local Governments. Europeans should be appointed only if highly qualified Indians were not available.

83,587. The witness did not see the necessity in all cases of an Indian having a training in a European University, except in the case of Professors of Science and technical subjects, to whom it might be an advantage to have a training in the best laboratories in Europe. That, however, might be done by giving facilities for study leave.

83,588. If officers of special merit could retire after 20 years' service, the very best men would be attracted. Such men on retiring should be given pensions.

83,589. The staff in the Government colleges was at present fairly sufficient. In his own college some classes contained 70 or 80 pupils, while others only contained 13 or 14. With large classes it might be advantageous to employ additional tutors, but there was no need to add to the lecturing staff.

83,590. (*Sir Theodore Morison.*) Under the present system there was some class teaching in the college which consisted in tutorial assistance rendered to individual students, each class being subdivided into smaller sections for this purpose. As Mathematical Professor he explained the general principles of mathematics and endeavoured to obtain some work from the students; for instance, he worked out some typical examples, and the students would work out other examples at home. Occasionally they were asked to write essays on mathematical subjects. It was really lecturing and excercises, not class teaching.

83,591. The witness could not give figures to show what the suggested amalgamated service would cost the Government. The increase of cost under the proposed scheme would be 50 per cent., or probably more on the present cost.

83,592. (*Mr. Sly.*) The first written statement, submitted through Dr. P. C. Roy, fixed the Indian officer's pay at 60 per cent. of the European officer's, but the service subsequently modified that view on the ground that it would be lowering the status of the Indian officers, and desired that all the officers should have the same pay, with a certain compensation allowance for European officers. The second scheme pro-

posed equal pay with Rs. 300 compensation allowance to the Europeans. When the European officer's pay was more than Rs. 1,000 the allowance might cease, which would practically bring the pay of Europeans and Indians in the highest grade to the same amount. The allowance to Europeans was given partly in consideration of their cost of living being greater, but it was thought that when men were earning Rs. 1,300 a month they could do without a compensation allowance. Moreover, specially meritorious European officers would also be able to earn a personal allowance in addition to the grade pay of Rs. 1,300 under the witness's scheme of personal allowances for special merit. It should not be forgotten that the Indians had to spend a great deal on family expenses. The view was that after the highest grade on Rs. 1,300 had been reached there should be no distinction in salary except on the ground of special merit only.

83,593. (*Mr. Fisher.*) It was not intended, on the death of a distinguished Professor, holding a particular chair, to preclude the chance of making a direct appointment of a man well qualified to take up his work, and that was not implied by the remark in the written statement that in no circumstances should appointments be made to any class other than the lowest, as a personal allowance might be granted in such cases, if really necessary, under the witness's scheme of personal allowances.

83,594. (*Mr. Madge.*) The standard of education in India had risen sufficiently high to secure the best kind of men in almost every subject, but it would be desirable to have a few distinguished Professors from England specially for English. It was not a question of attaching exaggerated importance to the passing of examinations; Indians showed a real aptitude for educational work, and many of them had shown a special aptitude for research work. A school of Indian research was steadily growing at present and was creating an intellectual atmosphere in the country and a real academic life.

83,595. (*Mr. Gupta.*) There were other reasons why the amalgamation of the services should take place. If the Indian Educational Service was kept separate, there would be a tendency to recruit Europeans on racial grounds. The last Public Service Commission recommended the recruitment in Europe of Professors in those branches of learning in which a high standard had not been attained in India at the time, but the Indian Government in a Resolution stated that natives of the country should be appointed to the Provincial Service, thus clearly bringing in racial considerations. Also the Indian Educational Service officers were remunerated about three times as highly as the Provincial Service men. This inequality was not justified, as Provincial men, especially in the professorial branch, were doing their work as efficiently and sometimes better than the Indian Service men. The present distinction made the Provincial Service man looked upon as an inferior officer, and no amount of assurances on the part of Government would make his status equal to that of the Indian Educational Service officer.

83,596. The witness was in favour of giving full pay to an officer during the first two years of service on probation.

83,597. The witness had no hesitation in saying that, examined by the highest possible standard, the work of Indian Professors would not be found wanting. They had a capacity for original work, which was one of the most important tests of the ability of Professors. Many officers in the Provincial service had actually done original work.

(The witness withdrew.)

KHAN BAHADUR AHSAN-ULLAH, Officiating Inspector of Schools, Chittagong Division.

Written Statement relating to the Provincial Educational Service.

83,598. **(I.) Methods of recruitment.** — The Superior Educational Service comprises the Indian Educational Service and the Provincial Educational Service. The members of the former service are recruited in England and those of the latter in India in accordance with the resolution of the Government of India, dated the 23rd July, 1896. As a consequence the Europeans are appointed to the Indian and the Indians to the Provincial Educational Service. Of the total number of appointments, a fourth is held by the Europeans and the rest by the Indians. The Indian Service begins with Rs. 500 and the Provincial with Rs. 200. Seeing that an Indian takes about 16 years to rise to Rs. 500 it is not unusual that fresh recruits from England should be placed over the heads of many Indians who have completed the larger portion of their service. This cannot but give rise to a feeling of disappointment among the members of the Provincial Service. The distinction that now obtains between the two services was not contemplated by the authorities when the Educational Service was reorganized in 1896. There are few services in India in which the distinction is equally marked. No increase of pay or prospects is likely to remove the feeling of dissatisfaction unless the colour-bar is removed and some of the higher appointments thrown open to the Indians of distinguished academic qualifications. Both the services should be placed on the same footing, and Europeans and Indians considered equally eligible for higher appointments irrespective of nationality. The career for Indians in the Educational Service is insufficient. There are a great many posts which ought to be held by Indians at much higher pay than they get now. The recruitment of officers should be made in part in India and in part in England. Men in India have a better knowledge of Indian conditions and are better suited for Indian appointments. Men of eminence have not at present any great attraction for the Educational Service. They seek employments in the Executive and Judicial branches of the Provincial Civil Service and in the Accounts, Telegraph and other departments and take service in the Education Department only when they fail to enter any other service. To attract the best Indian talent to the Educational Service an inducement of more liberal remuneration and better prospects is indispensable. The efficiency of the service cannot be assured unless the distinction between the Indian and Provincial Services is abolished. The Indians can perform their work as satisfactorily as those who come from England. They are seen working side by side, but there is nothing to chose between them. An Indian, who is given better pay and more opportunities, can turn out as good as an average recruit from home. The standard of efficiency is common with the Indian and the British members of the service. I do not think the Indians lack in energy, ability or power of organization. The work of the generality of the Indian professors is on a par with the European professors. I fully agree with the Calcutta officers of the Provincial Service in thinking that the equality of the two branches of the superior service should be recognized and a free exchange of appointments between them made feasible. I advocate the abolition of the Provincial Service and the substitution of one service in its place.

To bring out to India men of exceptional ability from Oxford, Cambridge and other Universities, Europeans may be given an increased pay on the scale recommended by the Calcutta officers. The initial pay should be Rs. 500 in the case of the Europeans and Rs. 300 in the case of the Indians. The pay should rise by an annual increment of Rs. 50 in the former case, and of Rs. 30 in the latter. In ten yeras of approved service a European will rise to Rs. 1,000 as now and an Indian to Rs. 600. After ten years the time-scale should be followed by a graded scale of pay, the latter being reserved for only officers of proved merits. There should be only four grades of pay for officers of either nationality as below, those for Europeans being styled "Imperial" Service and those for Indians "Indian" Service:—

Imperial Service.	Rs.	Indian Service.	Rs.
Class I.	2,000	Class I.	1,200
,, II.	1,750	,, II.	1,050
,, III.	1,500	,, III.	900
,, IV.	1,250	,, IV.	750

When the graded educational service was organised in 1870, the initial salary of the European service was Rs. 500, and the highest salary attainable Rs. 1,500. There were four grades, viz., Rs. 500 to Rs. 750, Rs. 750 to Rs. 1,000, Rs. 1,000 to Rs. 1,250 and Rs. 1,250 to Rs. 1,500. In 1896 when the service was reorganised the only change of importance introduced was the steady advancement of pay from Rs. 500 to Rs. 1,000 in the first ten years of the service. This gave the advantage of regular increase of income independent of accident. The scale of pay now proposed for the Imperial Service will be an improvement upon that contemplated by the organisers of the service. A higher remuneration has been recommended for the Europeans to enable them to retire to their native land on the completion of their service and to provide for their families at home.

It is also essential to the efficiency of the educational service that there should be a few appointments better paid than any which are at present open to the Indians. As it is now constituted there are no high prizes to reward successful exertion. Special appointments, such as Divisional Inspectorships, Principalships of Colleges, Assistant and Deputy Directorships, should be open to men of rare distinction irrespective of the place of their recruitment. Indians when appointed to these special posts should be given the same pay as Europeans, the minimum being fixed at Rs. 1,250 and the maximum at Rs. 2,000 as shown above.

The efficiency of service will be fully maintained if a fifth of the total number of appointments included in the time-scale is reserved for Europeans. Out of the special appointments a fair proportion should go to Indians as a reward of merit at the end of long service.

The system of recruitment of officers in England is not without its evils. The recruits are selected by men who are not fully acquainted with the needs of the Department or of the University. It is not unoften that the selection is wrongly made, and the interests of the Department or the University are overlooked. The Local Government or the University should have some voice in the matter of the recruitment to higher appointments. None should be sent out to India save with the concurrence of the Department or the University, according as the appointment is under the control of the one body or the other. A system of nomination by the Secretary of State in consultation with the Local Government or the University, as the case may be, will be an improvement upon the existing practice. The special appointments enumerated in a foregoing paragraph should not be open to fresh recruits from England. Such appointments should be made by the Local Government after a very careful consideration. The men recruited from England should, as a general rule, be appointed in a subordinate capacity under experienced officers in the Imperial Service. They could be eligible for the special appointments after approved service of not less than ten years.

The distinction between the Imperial and the Indian Service will be only in name. Save for administrative expediency the same appointment will be open both to the European and the Indian with only this difference that the former will get a larger pay than the latter. This will facilitate an exchange of appointments between officers of the two services and increase the opportunities for good work open to the Indian officers. In the case of special appointments all officers should however receive the same rate of payment irrespective of nationality.

Under the new nomenclature the Provincial Service will merge in the Indian Service, and the Indian Service in the Imperial Service. The new services will minimise the distinction that now obtains between the existing services and will admit of more extensive prospects. More Indians will be appointed to higher posts and more will be recruited to the Imperial Service. The arrangement will bring the Educational Service on a par with the Civil Service and arrest the migration of officers from the Education to other departments. It will also raise the "Education" men in public esteem and exercise a wholesome effect upon the atmosphere of educational work.

83,599. **(II.) Systems of training and probation.**—The officers of the Provincial Service are not appointed save on probation. Their confirmation is always subject to approved service for a stated period. There are officers who have to undergo some training in a subordinate capacity before they are held eligible for higher appointments. Such however is not the case with the officers of the Imperial Service. They are considered fit to hold any substantive appointment under the control of the University or the department. What is more unfortunate is that a fresh graduate of a European University is not unoften placed over the heads of many distinguished graduates of the Indian Universities. Such posting cannot but be regarded by the Indian officers with a feeling of deep disappointment. It has besides a demoralising effect on the whole atmosphere of the educational work. To my mind training and probation should apply equally to Indians and Europeans.

No professor must be selected for a Principalship who has not been recommended for it by the chief of the institution he serves in. For Europeans no other training appears to be necessary. As for probation the same conditions should be attached both to the European and Indian services. Two years' probation prior to confirmation may be considered as sufficient. A European officer should be expected to pass the departmental examination in the vernacular, if any, within the period of his probation. None should be confirmed in his appointment in the administrative branch of the service until he has passed the departmental examination.

It is not necessary to send Indians to Europe to undergo any practical training save for appointments in training colleges. No taint of inferiority should be attached to the men who are trained in India.

To be eligible for a Divisional Inspectorship one must serve either as a professor or as a second Inspector of Schools for at least five years, to the entire satisfaction of the department, and must put in at least ten years of service in the Education Department. The present system of appointment of two or more Inspectors in charge of the same division means overlapping of duties, which should be avoided in the interests of administration. Each Inspector may be made independent of every other so far as such independence is compatible with efficiency of supervision.

83,600. **(III.) Conditions of service.**—The Indian and the Imperial Services should enjoy the same privileges and have the same conditions attached to both. The respective officers of the two services should work side by side, and the same duties assigned to them. An equality of treatment is indispensable in the interests of good discipline and sound education. Nationality should play no part in the matter of recruitment of officers. Merit and academic qualifications should be the only passport for entrance into the Education Department.

The Principal of a College should always be a member of the Imperial Service. The post of a Principal should carry a special pay not below Rs. 1,250. Professors of eminence should be invited either from Europe or from the different parts of India to fill this post. Local senior professors of distinction, if any, may also be eligible for promotion to it.

Men of brilliant parts should be appointed professors. They should either be recruited from England or appointed in India. To secure the services of men of promise the initial pay, which is Rs. 500 in the case of Europeans and Rs. 300 in the case of Indians, may be exceeded when necessary. Any professors of high distinction who are now in this country should be the first to be chosen. A limited number of professors may be brought from England in connection with the teaching of English literature and its allied subjects. They should be men of extensive acquirements, their degree qualifications should be beyond cavil, and their claims to respect on academic grounds indisputable. Such men are expected to inspire the college with the highest ideals of public conduct, infuse new life and energy into all branches of teaching and raise the tone of discipline and standard of education, which should be such as will afford a guarantee for high ability and valuable attainments. They will in fact teach the junior professors, who will work in conjunction with them.

The junior professors may be membres of the Subordinate Educational Service, and may be entrusted

with tutorial or laboratory work. Young graduates who have passed with distinction may continue their research work in the college and at the same time take part in tutorial work. They may thus supply a link between teachers and students and be an important factor in promoting *esprit de corps,* and in enlarging the scope of the operations of the University.

A different type of men is wanted for the administrative branch of the Educational Service. For the purpose of inspection of schools and with a view to their effectual improvement the greatest care is necessary to select persons of high character and fitting judgment for such employment. Inspectors should be selected from among men who have a close knowledge of the Indian life and of the conditions that influence the Indian education. In the words of the Despatch of 1859: "They should not merely superintend the institutions, but bring the advantages of education before the minds of the various classes of the community and act as the channel of communication between Government and the community at large." It is a mistake to place fresh graduates of the European Universities in charge of the Inspectorate. One must prove himself to be a good administrator, before he is appointed as an Inspector. He need not have distinguished academic qualifications, but must possess an intimate knowledge of the work of subordinate officers, the tact to deal with various classes of people and the power to enter into the feelings of the teachers, students and the public at large. He must also have bodily activity and practical capacity combined with power of initiative and of wise discretion in adapting means to ends. Indians are better fitted for these posts than Europeans who have not seen much of Indian life. A large proportion of these appointments may with advantage be filled by Indians who have been in the Education Department for a pretty long time. It is not unoften that young professors who are found wanting are appointed directly as Inspectors. The difference between the administrative and collegiate branches of the higher services should be steadily kept in view, and special care taken to guard against any exchange of appointments being allowed between these two classes of officers. Nothing could be more unfortunate than the transfer of officers from the teaching to the inspecting line or *vice versâ.*

83,601. **(IV.) Conditions of salary.**—The conditions of salary in the Education Department compare unfavourably with those of other departments. The emoluments are not enough to attract men of high distinction. The prospects should be such as may induce men from all parts of India to take service in the Education Department. There is a strong feeling of dissatisfaction among all the members of the Provincial Service as already noticed.

There should be a line of demarcation between the officers of the Provincial and Subordinate Educational Services. Meritorious officers of the latter service should be held eligible for promotion to the former service. As the services are at present constituted a transfer from the Subordinate to the Provincial Service is not always followed by promotion. An officer of the Subordinate Service in receipt of a pay of Rs. 200 will not certainly relish a transfer to the Provincial Service on the same pay. He has a better chance of promotion to Rs. 250 in the Subordinate than in the Provincial Service. The latter is more crowded and filled by younger men not likely to retire or vacate their office for many years to come. With all its bright prospects the Provincial Service can have but little attraction for the senior officers of the Subordinate Service. The difficulty of transfer is all the more felt in the case of officers in class I (Rs. 250) of the Subordinate Service, who cannot be persuaded to accept an appointment on a lower pay (Rs. 200) in class VIII of the Provincial Service even with a personal allowance. Their appointment to Rs. 250 (class VII) is sure to be met with strong opposition from the whole Provincial Service and should not be made save for very special reasons. These difficulties will be fully obviated if the minimum pay of the Provincial Service is raised to Rs. 300 as already proposed and the maximum of the Subordinate Service allowed to remain as it is.

As already noticed, the difference between the prospects of the Indian and Provincial Services is marked. Among the Indians in the Collegiate branch of the Provincial Service there are many who are decidedly superior to their European colleagues in qualifications and attainments. An unequal treatment of these officers cannot but weaken the prestige of the European officers in the eyes of the students and others who come in their contact. There may not be any objection to a higher pay being given to a European in view of the privations, worry and trouble he is subjected to in an alien climate, but any invidious distinction based merely on considerations of nationality is sure to cause dissatisfaction among the members of the Provincial Service. The introduction of a time scale of pay for the first ten years of service followed by a graded scale with different minima and maxima for the two services as shewn below will go a long way to allay the existing dissatisfaction:—

Scale of Pay.	Approximate number of posts.		Imperial Service.	Approximate number of posts open to Indians.	Indian Service.
	Reserved for Europeans.	Open to Indians.			
Time Scale. For the first ten years of service.	40	+ 0	Rs. 500—50—1,000	160	Rs. 300—30—600
Graded Scale. After the first ten years of Service.	1	+ 1	Class I 2,000	2	Class I 1,200
	2	+ 1	,, II 1,750	6	,, II 1,050
	2	+ 2	,, III 1,500	8	,, III 900
	3	+ 2	,, IV 1,250	10	,, IV 750
Total strength ...	48	+ 6	Total strength	186	
GRAND TOTAL	240				

One-fifth of the total number of educational appointments in the superior service will thus be reserved for the Europeans and the rest will be open to Indians. This will be in accordance with the recommendation of the Calcutta officers of the Provincial Educational Service as also with that of the University Committee, Dacca. Of the 14 special appointments in the graded Imperial Service 6 will be open to Indians of eminence. They will be eligible for the full pay attached to the posts. The special posts are to be filled by Principals of Colleges, Divisional Inspectors, Deputy and Assistant Directors of Public Instruction. This will be in consonance with the policy of the Despatch of 1854, which runs as follows:—"In the selection of the heads of the Educational Departments, the Inspectors and other officers, we desire that neither these offices nor any others connected with education shall be considered as necessarily to be filled by members of the Civil Service to the exclusion of others, Europeans or *Natives,* who may be better fitted for them, and that in any case the scale of their remuneration shall be so fixed as publicly to recognize the important duties they will have to perform."

An increase of cadre is suggested for the Indian service. There are at present 212 officers in the superior service. Of them 52 are in the Imperial and 160 in the Provincial Service. The number of Indian appointments may be raised to 186 to meet the increased demands of the Educational Service and proportionately distributed between the time scale and graded pay systems. The number of appointments in the Imperial service may be raised to 54, some of them being thrown open to Indians as vacancies arise.

I do not favour institution of separate cadres for collegiate and administrative services. The number of officers in the teaching and inspecting lines being limited, such separation will jeopardise the interests of either class of officers.

The head masterships of Government high schools are recruited either from the Provincial or from the Subordinate Service, which is anomalous. These posts may all be filled by officers of the Provincial Service, should it be sufficiently strengthened for the purpose.

It is, however, to be remembered that the very large number of District Deputy Inspectors who hold a similar rank should be similarly treated in case the strengthening of the service is decided upon. What appears to be desirable is that these two classes of posts should not be filled by officers below class II of the Subordinate Educational Service.

83,602. **(V.) Conditions of leave.**—The rules regulating the grant of leave to Indian services are complicated and may be modified with a view to secure greater simplicity and fairness in working. There is a strong feeling among the junior officers that they are not eligible for furlough unless they have put in ten years' service. This period may be reduced and the distinction between leave on medical certificate and other long leave abolished. The principle advocated by the Royal Commission on Decentralization, viz., that an officer should be allowed to take all leave at his credit subject to no restrictions other than the exigencies of the public service may be followed with advantage. The rules may be framed somewhat on the following lines:—

(1) An officer may be allowed to avail himself of all the privilege leave at his credit subject to no restrictions other than the exigencies of the public service. The restriction as to the admissibility of privilege leave for more than three months at a time should be removed.

(2) An officer may be allowed furlough at the rate of one-sixth of his active service.

(3) The total amount of furlough admissible to an officer may not exceed five years.

(4) Leave on medical certificate and on private affairs may count as furlough.

(5) An officer may be allowed to take at any time all furlough at his credit subject to no restrictions except the exigencies of the public service.

(6) Furlough on medical certificate may be granted unconditionally to an officer for a period not exceeding two years, although such furlough may not be at his credit.

(7) Privilege leave may be combined with any other kind of leave without any condition being attached to the grant of such combined leave.

(8) Extraordinary leave may be granted to an officer without allowances, but such leave will not count as active service or service for pension.

(9) An officer on privilege leave may be entitled to full pay for the entire period of such leave whether combined with furlough or leave without allowances.

(10) An officer on furlough with or without medical certificate may always be entitled to half his average salary.

(11) The power to sanction leave may be delegated to heads of offices to avoid delay in its sanction.

83,603. **(VI.) Conditions of pension.**—The rules regulating the grant of pension may be amended with a view (*i*) to bring relief to officers who take service prior to the usual age limit of 25 years, and (*ii*) to induce capable men in private service to enter the Education Department at an advanced age of 30 years. Delivering lectures before a large class is physically more damaging than the work of many other departments. It is therefore desirable that an officer should be allowed to retire on pension after a shorter service than now allowable.

It is not unoften that teachers of institutions under private management enter the department four or five years after the usual age limit with the previous permission of the Local Government. This departure is allowed in the Education Department, as otherwise many of the good teachers who distinguish themselves in private service would be excluded from Government service. To encourage entrance of men into Government service at an advanced age without being deprived of the prospect of full pension, the period of service for voluntary retirement may be reduced. This being done, brilliant scholars of the University will be tempted to enter the Government service before the completion of 25 years of age with the prospect of earning full pension at an earlier age than now allowed.

The rules may be framed on the basis of the above proposals as below:—

(1) An officer who has attained the age of 50 years may, at his option, retire on a superannuation pension.

(2) An officer who has completed 25 years of qualifying service, may, at his option, retire on a retiring pension.

(3) An officer who has either attained the age of 55 years or completed 30 years of qualifying service may be liable to be compelled to retire by the Local Government under which he is employed.

N.B.—The proposed rules may be substituted for articles 458, 459, 464 and 465 of the Civil Service Regulations. The existing rule regulating the amount of pension earned by an officer may remain in force.

83,604. **(VII.) Limitations existing in the employment of non-Europeans and the division of services into Imperial and Provincial.**—Limitations exist in the employment of Indians in the Educational Service. They are at present excluded from all important appointments. As a rule they are not admitted to the Imperial Service although there are many among them who can perform their duties as efficiently as those who come from England. The Provincial Service is in practice reckoned as subordinate to the Imperial Service, although such discrimination was never contemplated by the reorganisers of the Educational Service. This disparagement has exercised a depressing effect upon the work of the Indian officers.

Principalships of Colleges and Divisional Inspectorships which were in former years offered to the members of the Provincial Service are at present almost exclusively reserved for the Europeans. There was a time when the officers of the Provincial Service were, when necessary, placed over the heads of the members of the Imperial Service, but the reverse is the case now. Such restriction in the employment of Indians in the Educational Service cannot but weaken the prestige of the Provincial Service. The reorganisation of the Educational Service on the lines proposed in the foregoing paragraphs will restore the prestige of the Provincial Service and enhance the prospects of both the Indian and European officers.

The division of services into Imperial and Provincial has not worked well for reasons already explained. The proposed introduction of a graded system of pay after ten years of service will raise the Department in public esteem and attract the best talent of the country to the Educational Service. Indian officers not unoften leave the Education Department in quest of service in other departments offering higher prospects and better chances of promotion. Such migration shows the immediate necessity of the improvement of the prospects and the prestige of the Department to which the only royal road is the amalgamation of the two services on the lines proposed.

The Europeans and Indians work side by side on exactly the same terms in almost all other services, a few posts being reserved for the Europeans for Imperial interests. It is not understood why a different treatment should be accorded to the members of the Educational Service in the administration of which the Indians can reasonably claim a much larger share. Capable Indians should fill some of the higher appointments so that the European officers may not take away on their retirement all the knowledge and experience gained by them out of this country. There is very little opportunity given at present to Indians to make them work hard. The only solution lies in the removal of the distinction that now obtains between Imperial and Provincial Services.

83,605. **(VIII.) Relations of the Educational Service with the Indian Civil Service and other services.**—The Educational Service suffers by comparison with the Civil Service, its numbers being drawn from the same classes and having equal, if not superior, qualifications. This is one of the reasons which has operated unfavourably upon the Educational Service and hindered it from attaining that consideration which the importance of its work should rightly carry. Since the only standard of value accepted in India is salary and prospects, the less advantageous terms the Educational officers are engaged on, the more they are lowered in the estimation of the public. In the words of a distinguished observer: "The Educational Service is regarded as an inferior branch of the public service, and this is at

a time when the immense importance of education is reiterated by every representative of Government."

To quote Mr. H. R. James: "It might well be deemed a concern for statesmanship to enquire what steps are necessary in order to assure to the Educational Service such a heightening of tone and energy as might invigorate the work to the utmost. Two directions of enquiry may be suggested:—(1) Supposing the intention to be to secure the steady recruitment of men of exceptional ability, are the terms offered adequate? (2) Are all possible means used—have they been used in the past to make the nature and interest of educational work in India known in such a way as to attract the most desirable candidates?" "Of all the great work done in India," he continues, "there has been none more difficult to do than the work of higher education. Educational workers have to struggle against these difficulties and work on quietly and unostentatiously in a sphere of labour withdrawn from the main current of official preferment." They have not only to produce a higher degree of intellectual fitness, but to raise the character of those who partake of its advantages and so to supply Government with servants to whose probity Government may with confidence commit offices of trust. The importance of the Educational Service remains however to be recognized.

The extension and improvement of education presupposes the reorganisation of the whole Educational Service. It is vain to expect any unusual result from an ill-paid and dissatisfied staff. Steps should be taken to extend to educational officers a greater share in the honours and emoluments of office. Education and higher employment should go together.

The Indian Educational Service offers prospects far inferior to those of the Civil Service. The Provincial Educational Service compares equally unfavourably with the Provincial Civil or Judicial Service. The reorganisation of the two services on the lines already indicated will add to the dignity of the Educational Services and bring them on a par with that of the Civil and Provincial Services.

The Provincial Executive Service is looked upon with the greatest favour. It offers an initial pay of Rs. 250 which can rise to Rs. 1,200 in the case of "listed" appointments. The promotion is rapid and the recognition of services certain. An officer in the Provincial Executive Service can expect a lift almost every three years, while one in the Provincial Educational Service has to wait for at least six years for a lift. The grade of Rs. 350 is another bar to the way of promotion in the Educational Service, which does not appear either in the Executive or in the Judicial branch of the Provincial Civil Service. The Educational Service, which is at least attractive now, will be most so by the introduction of the time-scale of pay followed by a graded scale. It will attract the best ornaments of the University. The Educational Service is the most important of all services and should be given a place higher than even the Executive or Judicial Service. The latter is subordinate to the Civil Service, while the former is a sister service to the Indian Educational Service. The Provincial Educational Service should have a higher range, better prospects and greater prestige than any of the subordinate services. To ensure this the grade system should be reorganized, higher prospects held out and more qualified men brought in. It is a pity that the Educational Service should be a halting place of men seeking employment in other departments. It should be inferior to none either in prestige or range of prospects. It should be reserved for men who can command respect and enjoy the confidence of the public.

Higher education has not failed to achieve what it set out to do, but has succeeded triumphantly and too well. The substitution of Indian for European agency is going on continuously in all branches of the public service save in the Education Department. There are Indian Judges, Collectors, Opium and Salt Agents, Accountants-General and Directors-General of Posts. The fitness of Indians for the performance of very responsible duties has been acknowledged in all the important branches of the public service. There are many among the educated Indians who are held in high estimation by the Europeans. Education has fulfilled all the expectations entertained of it, save that that it has disappointed the hopes of the educational workers. The improvement of education and the exclusion of educational officers from emolument and trust are matters quite incompatible with each other.

83,606. **(IX.) Other points.**—*Appointment of Muhammadans in the Education Department.* The appointment of Muhammadans has an important bearing on the question of the mode of recruitment of officers and the status of the *personnel* of the Educational Service. It is within the terms of reference and seems to be a fit subject for discussion in this connection.

It is highly desirable in the interests of public service that both the teachers and controlling officers should, compatibly with the efficiency of service, be recruited from the community from which the students are drawn. Such appointments are of great help in encouraging education among the members of that community, and are fully in accordance with the accepted policy of Government as outlined in the various circulars issued from time to time. In Bengal the students are mostly drawn from among the Hindus and Muhammadans, the two most important communities in India. The Hindus are far ahead of the Muhammadans in the field of education and are largely represented both on the teaching and the inspecting staff. There is a deficiency of Muhammadan officers at the present time. The absence of Muhammadans is conspicuous in the Collegiate branch of the higher Educational Service. The Muhammadan graduates choose either the Bar or the Provincial Executive Service, which offers better prospects. To attract them to the Education Department the prospects of the Provincial Service should be raised and a few appointments in the higher grades of service thrown open to them both in the Collegiate and Administrative branches of service.

The present awakening among the Muhammadans to the necessity of English education is due not a little to the appointment of Muhammadan Inspecting officers in the Subordinate Educational Service. A fresh impetus will be given if at least 10 per cent. of the appointments in colleges open to Indians are reserved for Muhammadan officers. There will be no dearth of capable Muhammadan candidates in case the Provincial Service is reorganized, its prospects improved and better facilities of promotion assured. The policy of the appointment of Muhammadans may be extended to the Imperial Service, officers of high distinction being held eligible for special appointments. The rigidity that now exists in the matter of the appointment of Indians to the Imperial Service may be relaxed in favour of Muhammadans when this can be done without prejudice to sound administration and Imperial interests. Government cannot make the Muhammadan employment the reward of educational acquirement without encouraging the spread of education among the Muhammadans. Government gains strength from the spread of education so long as it secures the best interests of the people. The general progress of the country suffers if an important section of the community is left in the back-ground. If more inspecting officers and teachers are appointed, education among the Muhammadans would be largely encouraged. In conclusion I may add that the Muhammadans have fully realized that their salvation lies in improved education, and they look up to the benign Government for its sympathy in their aspirations after a fuller and higher part in the light and progress of the country.

KHAN BAHADUR AHSAN-ULLAH called and examined.

83,607. (*Chairman.*) The witness was Officiating Inspector of Schools of the Chittagong Division and was at present on leave. He represented the Provincial Educational Service in Bengal on the inspecting and headmasters' side. He had been in the Government service for 17 years and had held his present position for about 5½ years.

83,608. There were Additional Inspectors of Schools in Western Bengal, but in Eastern Bengal they were called Second Inspectors of Schools, and the division

of duties was also different in the two parts of Bengal. In Eastern Bengal the Second Inspector was more or less subordinate to the Divisional Inspector, who was the adviser of the Commissioner. All the educational proceedings of the District Boards were subject to the approval of the Inspector, who was responsible for the administration, and he corresponded direct with the Director, while the Additional Inspector was more or less responsible for the inspection of a certain number of high schools and could not correspond either with the Commissioner or with the Director of Public Instruction; so that virtually he was reduced to the position of an Assistant Inspector.

83,609. As a Divisional Inspector the witness had had a Second Inspector of Schools under him for two years. Members of the Provincial Civil Service were not appointed Divisional Inspectors, he himself being an exception to the rule. He was the senior officer of the division, and therefore for all practical purposes a divisional officer. In his division there were about 70 high schools, 210 middle English and middle vernacular schools, and about 2,500 primary schools. His staff consisted of a Second Inspector of Schools, 2 Assistant Inspectors, and as many district Deputy Inspectors as there were districts. There were also Deputy Inspectors in charge of subdivisions and below them there were Sub-Inspectors, Assistant Sub-Inspectors and Inspecting Pandits. The Inspector of Schools had to look into education generally, and was responsible for the whole educational administration.

83,610. He kept two districts out of four for himself and gave the other two to the Second Inspector, so far as high schools were concerned; but he reserved the power to visit schools in the area entrusted to the Second Inspector, when necessary, and did so in cases of importance.

83,611. On an average he would inspect about 200 schools in a year. A high school would take from a day to three days, but primary schools might be inspected at the rate of two a day.

83,612. The Assistant Inspector was subordinate to the Inspector and was an officer of lower standing in every way. The functions of an Assistant Inspector were definitely subordinate, and he should be recruited separately on a lower standard, but as a member of the Provincial Service. If any class arrangement had to be made he would put the Inspector in class I, the Additional Inspector in class II, and the Assistant Inspector in class III.

83,613. The question of whether there should be an Additional Inspector in each division depended on the nature of the work. A great many schools had to be visited, and for efficient inspection a large number of Inspectors was required. At present the duties overlapped, Inspectors inspecting the school which the Additional Inspector had inspected. He recommended separate units for Inspectors, each being independent of the other.

83,614. Formerly there were two Indian Inspectors of Schools of the Provincial Educational Service, both of whom were Divisional Inspectors, but now they held the rank of Additional Inspectors, having been superseded by young men of the Indian Educational Service from England. His own view was that Indian Inspectors were in some cases not at all inferior to European Inspectors, and there were certain duties which could be better done by Indian Inspectors than by Europeans. The post he was actually filling of Divisional Inspector was equal in importance to a similar post in the Indian Educational Service.

83,615. With regard to recruitment, the witness favoured appointments by Local Governments through a properly constituted Board, composed partly of Europeans and partly of Indians. In the case of high appointments the Board would have to be consulted, but in the case of lower appointments the Director would be competent to make them. The Divisional Inspector might be consulted in the case of a post in the inspecting line, and the Principal in respect of appointments of Professors.

83,616. With reference to salary, all officers of the amalgamated service should be paid equally, but Europeans might receive some compensation allowance on account of their serving out of their own country. There should be a graduated scale of personal allowances for distinguished Indian officers, but those allowances should not be given to European officers. Every European officer would receive a compensation allowance, but only the very distinguished Indians would receive the personal allowances. Such Indians would be given a personal allowance which would bring their salaries to the same amount as the Europeans with a foreign allowance.

83,617. An officer should have power to capitalize the whole or a part of his pension as he thought necessary. It was true that in some cases an improvident officer might capitalize his pension and spend the money and have nothing to live upon on retirement, but that was a risk the officer himself must take. The advantage of capitalization was that Indians had a good many poor relations to support, and after retirement would be able to start in business if they had a lump sum.

83,618. On the subject of Muhammadan education, the witness said there was no special arrangement in his division, but in the Province there was an Assistant Director for Muhammadan Education. The necessity for special Muhammadan officers for Muhammadan education was felt particularly in those areas where there was not a sufficient number of Muhammadan officers. He thought the best method would be to have Muhammadan Inspectors in the superior service. If qualified Muhammadans were not available for Inspectorships, a special officer might be appointed to examine special classes of schools.

83,619. (*Sir Murray Hammick.*) The witness would prefer his own scheme to a scheme whereby European officers began at Rs. 600 a month and rose by increments of Rs. 50 a month to Rs. 1,500, because that would mean that irrespective of accidents an officer would reach the grade of Rs. 1,500 in any case, whereas under his scheme it was only officers who had done good work who would be eligible for promotion. After the Rs. 1,200 grade he would throw open to Indians certain appointments which were generally intended for members of the Indian Educational Service; out of 54 appointments six might be given to Indian Principals, Divisional Inspectors and Assistant Directors of Public Instruction.

83,620. (*Mr. Abdur Rahim.*) The witness said that under his scheme all European officers would be drawing the compensation allowance, but the Indian officers would only have an allowance when they had proved themselves to be meritorious, and they would be much fewer in numbers than the Europeans. There would be certain special appointments with a certain pay attached to them, and in those especially good officers would have the same pay as Europeans. The feeling in the service was that men of that class should be put on an equal footing with a European officer.

83,621. There was a large field for recruitment of Muhammadan officers, because every year from five to eight graduates were drafted to the Provincial Executive Service. There would be no dearth of qualified Muhammadans to fill appointments, but at present the prospects were not sufficiently high to attract them to the Educational Department.

83,622. The Principal of the Calcutta Madrassah had not much to do either in connection with the Persian or Arabic Departments, but was charged with the administration of the whole institution. The post was created perhaps because there were collegiate classes in the Madrassah. Non-Europeans were practically excluded from the posts.

83,623. (*Mr. Madge.*) Inspectors should not have a distinct service of their own. They were limited in number, and, with a cadre of their own, would be discontented owing to smaller chances of promotion. He would group all educational officers together, but would not have transfers from one branch to the other except in rare cases.

83,624. (*Mr. Fisher.*) Fresh recruits from England should not be appointed at once to be Inspectors of schools, but should undergo a preliminary training. Many of the higher appointments were now closed to Indians. If sufficient opportunities were given to them, they would show greater aptitude. They really worked hard, but they were discontented, and that discontent would only be removed by better prospects.

83,625. (*Sir Theodore Morison.*) English education had been stimulated amongst Muhammadans by the appointment of Muhammadan officers in the subordinate service, and owing to those appointments there

had been a large influx into the primary schools and middle English and middle vernacular schools. This policy, which had been successful in Eastern Bengal, should be extended to the superior service. There was no Muhammadan Professor in any of the colleges in Bengal, other than the Professors of Persian and Arabic, whereas the proper proportion would be 10 per cent.

83,626. (*Mr. Gupta.*) The witness advocated the recruitment of Professors partly by the Secretary of State and partly by the local authorities.

The initial salary for the amalgamated service should be Rs. 300, and not Rs. 250. He would not limit the recruitment from England to officers who would teach English literature and Mental and Moral Science.

(The witness withdrew.)

At Calcutta, Thursday, 18th December, 1913

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
GOPAL KRISHNA GOKHALE, ESQ., C.I.E.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.
JAMES RAMSAY MACDONALD, ESQ., M.P.

and the following Assistant Commissioners:—

E. E. BISS, ESQ., Principal, Secondary Training College, Dacca.
JOGENDRA NATH DAS GUPTA, ESQ., Presidency College, Calcutta.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

DR. J. C. BOSE, C.S.I., C.I.E., Professor of Physics, Presidency College, Calcutta.

Written Statement relating to the Education Department.

83,627. **(I.) Method of recruitment.**—The first question on which I have been asked to give my opinion is as regards the method of recruitment. I think that a high standard of scholarship should be the only qualification insisted on. Graduates of well-known Universities, distinguished for a particular line of study, should be given the preference. I think that the prospects of the Indian Educational Service are sufficiently high to attract the very best material. In Colonial Universities they manage to get very distinguished men without any extravagantly high pay. Possibly the present departmental method of election does not admit of sufficiently wide publicity of notice to attract the best candidates.

83,628. **(II.) System of training and probation.**—As regards probation and training, Educational officers should first win a reputation as good teachers before the appointment is confirmed and they are transferred to important colleges.

83,629. **(IV.) Conditions of salary.**—As regards conditions of salary, the pay should be moderately high, but not extravagant, and settled once for all under some simple and well-defined rules. It is not only very humiliating but degrading to a true scholar to be scrambling for money. The difference between the pay of the higher and lower services should be minimised.

83,630. **(VI.) Conditions of pension.**—With reference to pension, I think it is very unfair that more favourable terms are offered, when the pensioner elects to retire in England.

83,631. **(VII.) Such limitations as exist in the employment of non-Europeans.**—Passing on to the question of limitations that exist in the employment of Indians in the higher service, I should like to give expression to an injustice which is very keenly felt. It is unfortunate that Indian graduates of European Universities who have distinguished themselves in a remarkable manner do not for one reason or other find facilities for entering the higher Educational Service.

As teachers and workers it is an incontestable fact that Indian officers have distinguished themselves very highly, and anything which discriminates between Europeans and Indians in the way of pay and prospects is most undesirable. A sense of injustice is ill-calculated to bring about that harmony which is so necessary among all the members of an educational institution, professors and students alike.

83,632. **(VIII.) Relations of the service with the Indian Civil Service and with other services.**—As regards the relations with the Indian Civil Service, I am under the impression that they are somewhat strained, but of this I have no personal experience.

83,633. **(IX.) Other points.**—I have endeavoured to give my opinion on the definite questions which have been asked. There is another aspect of educational work in India which I think of the highest importance, though I am not exactly sure whether it falls within the terms of reference to the Royal Commission. I think that all the machinery to improve the higher education in India would be altogether ineffectual unless India enters the world-movement for the advancement of knowledge. And for this it is absolutely necessary to touch the imagination of the people so as to rouse them to give their best energies to the work of research and discovery, in which all the nations of the world are now engaged. To aim at anything less will only end in a lifeless and mechanical system from which the soul of reality has passed away. On this subject I could have said much, but I will confine myself to one point which I think at the present juncture to be of importance. The Government of Bengal has been foremost in a tentative way in encouraging research. What is necessary is the extension and continuity of this enlightened policy.

83,634. *Supplementary Note.*—I would like to add a few remarks to make the meaning of paragraphs 83,627 and 83,631 in my note more explicit.

At present the recruitment in the Indian Educational Service is made in England and is practically confined to Englishmen. Such racial preference is, in my opinion, prejudicial to the interest of education. The best man available, English or Indian,

should be selected impartially, and high scholarship should be the only test.

It has been said that the present standard of Indian Universities is not as high as that of British Universities, and that the work done by the former is more like that of the sixth form of the public schools in England. It is therefore urged that what is required for an Educational officer is the capacity to manage classes rather than high scholarship. I do not agree with these views: (1) there are Universities in Great Britain whose standards are not higher than ours; I do not think that the Pass Degree even of Oxford or Cambridge is higher than the corresponding degree here; (2) the standard of the Indian Universities is being steadily raised; (3) the standard will depend upon what the men entrusted with Educational work will make it. For these reasons it is necessary that the level of scholarship represented by the Indian Educational Service should be maintained very high.

In paragraph 83,631 I have stated that even those Indians who have distinguished themselves in European Universities have little chance of entering the higher Educational Service. I should like to add that these highly qualified Indians need only opportunities to render service which would greatly advance the cause of higher education. As regards graduates of Indian Universities, I have known men among them whose works have been highly appreciated. If promising Indian graduates are given the opportunity of visiting foreign Universities, I have no doubt that they would stand comparison with the best recruits that can be obtained from the West.

DR. J. C. BOSE called and examined.

83,635. (*Chairman.*) The witness favoured an arrangement by which Indians would enter the higher ranks of the service, either through the Provincial Service or by direct recruitment in India. The latter class of officers, after completing their education in India, should ordinarily go to Europe with a view to widening their experience. By this he did not wish to decry the training given in the Indian Universities, which produced some of the very best men, and he would not make the rule absolute. It was not necessary for men of exceptional ability to go to England in order to occupy a high chair. Unfortunately, on account of there being no openings for men of genius in the Educational Service, distinguished men were driven to the profession of Law. In the present condition of India a larger number of distinguished men were needed to give their lives to the education of the people.

83,636. The witness himself had spent part of his career in Europe, and looking back he could say that this had been of great profit to him, not so much on account of the training he got, as by being brought into personal contact with eminent men, whose influence extorted his admiration and created in him a feeling of emulation. In this way he owed a great deal to Lord Rayleigh under whom he worked, but he did not see why that advantage should not eventually be secured by Indians in India under an Indian Lord Rayleigh.

83,637. There should be only one Educational Service, but men who were distinguished in any subject should not start from its very lowest rung but should be placed somewhere in the middle of it.

83,638. There were men in the Provincial Service who were very distinguished; it was all a question of genius. The Educational Service ought to be regarded not as a profession, but as a calling. Some men were born to be teachers. It was not a question of race, of course; in order to have an efficient educational system, there must be an efficient organisation, but this should not be allowed to become fossilised, and thus stand in the way of healthy growth.

83,639. In the Presidency College a young man fresh from an English University was at once appointed a Professor regardless of his lack of experience, whereas an Indian who passed the highest examination with honours in India was appointed as an Assistant Professor. This grounding often made him more efficient as a teacher than the Professor recruited from England. There were now several Professors in the college, in the Provincial Service, who were highly qualified, and who lectured to the highest classes with very great success.

83,640. In the Physics Department he had under his direction several Assistants who were so well qualified that they were allowed to give lectures to several classes. These Assistants, after their experience at the Presidency College, would be best fitted to become Professors in the mufassal colleges. He would like to see them promoted to the higher service after they had had experience. But before he gave them the highest positions, he would make it compulsory for them to go to Europe.

83,641. A proportion of Europeans in the service was needed, but only as experts and not as ordinary teachers. Only the very best men should be obtained from Europe, and for exceptional cases. The general educational work should be done entirely by Indians, who understood the difficulties of the country much better than any outsider.

83,642. He advocated the direct recruitment of Indians in India by the local Government in consultation with the Secretary of State, rather than by the Secretary of State alone. Indians were under a great difficulty, in that they could not remain indefinitely in England after taking their degrees and being away from the place of recruitment their claims were overlooked.

83,643. There was no reason why a European should be paid a higher rate of salary than an Indian on account of the distance he came. An Indian felt a sense of inferiority if a difference was made as regards pay. The very slight saving which Government made by differentiating between the two did not compensate for the feeling of wrong done. This feeling would remain even if the pay was the same, but an additional grant in the shape of a foreign service allowance was made to Europeans. All workers in the field of education should feel a sense of solidarity, because they were all serving one great cause, namely, education.

83,644. The term "Professor," as at present used in India, was undoubtedly a comprehensive one, but it was equally comprehensive in the West.

83,645. (*Sir Murray Hammick.*) The witness did not wish to recruit definite proportions of the service in England and in India respectively. He would for various reasons prefer a large number of Indians engaged in education.

83,646. Even in Calcutta he would not make any difference between the pay of the Indian and the pay of the European.

83,647. (*Sir Valentine Chirol.*) The witness attached great value to the influence of the teacher upon the student in the earlier stages of his education, and it was in these stages that that influence could best be exercised. At the same time he desired to limit the appointment of non-Indians to men of very great distinction.

83,648. If a foreign professor would not come and serve in India for the same remuneration as he obtained in his own country, the witness would certainly not force him to come.

83,649. (*Mr. Abdur Rahim.*) Recruitment for the Educational Service should be made in the first place in India, if suitable men were available; but if not then he would allow the best outsiders to be brought in. In the present state of the country it would be very easy to fill up many of the chairs by selecting the best men in India.

83,650. The aim of the Universities should be to promote two classes of work—first, research; and, secondly, an all-round sound education. Men of different types would be required for these two duties.

83,651. (*Mr. Madge.*) Any idea that the educational system of India was so far inferior to that of England, that Indians, who had made their mark, had done so, not because of the educational system of the country, but in spite of it, was quite unfounded. The standard of education prevailing in India was quite up to the mark of several British Universities. It was as true of any other country in the world as of India that education was valued as a means for passing examinations, and not only for itself, and there was no more cramming in India than elsewhere.

83,652. The West certainly brought to the East a modern spirit, which was very valuable, but it would be dearly purchased by the loss of an honourable career for competent Indians in their own country.

83,653. The educational system in India had in the past been too mechanical, but a turn for the better was now taking place and the Universities were recognising the importance of research work, and were willing to give their highest degrees to encourage it.

83,654. (*Mr. Macdonald.*) The witness did not think it was necessary to have a non-Indian element in the service in order to stiffen it up, but he accepted the principle that there should be a certain small proportion of non-Indians.

83,655. The title of Professor at a College or University should carry with it dignity and honour, and ought not to be so freely used as at present. All he asked was that it should not be abolished at the expense of such Indians as were doing as good work as their European colleagues.

83,656. If the Calcutta University continued to develop its teaching side, there would be no objection to recruiting University Professors from aided colleges This would have certain advantages.

83,657. (*Mr. Fisher.*) The witness desired to secure for India Europeans who had European reputations in their different branches of study. If it was necessary to go outside India or England to procure good men, he would prefer to go to Germany. This was the practice in America where they were annexing all the great intellects of Europe.

83,658. The witness would like to see India entering the world movement in the advance and march of knowledge. It was of the highest importance that there should be an intellectual atmosphere in India. It would therefore be of advantage if there were many Indians in the Educational Service. For they come more in contact with people, and influenced their intellectual activity. Besides, on retirement they would live in India, and their ripe experience would be at their countrymen's service.

83,659. There was very little in the complaint made in certain quarters that the work of the Professors in the colleges in India was hampered by the Government regulations as to curricula. A good teacher was not troubled by such matters.

83,660. (*Mr. Sly.*) There was no scope for the employment of non-Indians in the high schools as apart from the colleges. It was in the professorial line that more help from the West was required.

83,661. (*Mr. Gokhale.*) The witness knew of three instances in which the Colonies had secured distinguished men on salaries which were lower than those given to officers of the Indian Educational Service. One was at Toronto, another in New Zealand and the third at Yale University. The salaries on the two latter cases were £600 and £500 a year. The same held good as regards Japan. The facts there had been stated in a Government of India publication as follows: "Subsequent to 1895 there were 67 Professors recruited in Europe and America. Of those, 20 came from Germany, 16 from England and 12 from the United States. The average pay was £384. In the highest Imperial University the average pay is £684. As soon as Japanese could be found to do the work, even tolerably well, the foreigner was dropped."

83,662. When the witness first started work in India, he found there was no physical laboratory, or any grant made for a practical experimental course. He had to construct instruments with the help of local mechanics, whom he had to train. All this took him ten years. He then undertook original investigation at his own expense. The Royal Society became specially interested in his work and desired to give him a Parliamentary grant for its continuation. It was after this that the Government of Bengal came forward and offered him facilities for research.

83,663. In the Educational Service he would take men of achievement from anywhere; but men of promise he would take from his own country.

83,664. (*Mr. Chaubal.*) He did not know whether the salaries he had mentioned as having been paid in Japan, New Zealand and Yale were on an incremental scale or not.

83,665. There was a difference of kind between the way in which students were taught in schools and the way in which they were taught in colleges. He did not agree with the witnesses who had said that during the first year or two years at college the instruction given was similar to that given in a school. It was very difficult to disprove or to prove such statements. There would be no advantage in keeping boys to a school course up to the intermediate standard and making the colleges deal with only those students who had passed the intermediate examination.

83,666. (*Sir Theodore Morison.*) There should be one scale of pay for all persons in the higher Educational Department. The rate of salary, Rs. 200 rising to Rs. 1,500 per month, was suitable, subject to the proviso that a man of great distinction, instead of beginning at the lowest rate of pay, should start somewhere in the middle of the list, say, at Rs. 400 or Rs. 500. He would make no difference in regard to Europeans or Indians in that respect. In effect this no doubt amounted to making Indians eligible for the higher educational posts both by direct recruitment and by promotion.

83,667. He would not favour the handing over of all the Government institutions in Bengal to private agencies; there must be one or two Government colleges in order to keep up the standard. He should be very sorry to see the Government dissociating itself from one of its primary duties, which was education.

83,668. Privately managed colleges paid less in salary than the Government colleges. They paid about the same as was given in the Provincial Service, and they obtained fairly good men. It would not be right for a great Government to grant a minimum pay to Indian Professors and an extravagantly high pay to their European colleagues, for doing the same kind of work.

83,669. At the Presidency College the facilities for scientific work were now greater than in many institutions in England. India was now becoming a great country for Biological research. Again, the Physical and Chemical Laboratories at the Presidency College were finer than many in England. If young men of science in England thought they obtained better opportunities of pursuing their subjects in New Zealand and Toronto than in India, the India Office ought to remove that impression at once.

83,670. (*Lord Ronaldshay.*) When an Indian graduate under the witness's scheme was appointed direct to the higher service in India, he would not compel him to go to England for a period of training. The person who would be appointed in India directly from the Indian Universities would have to have previously served with distinction in subordinate positions; a visit to Europe would be an advantage but not absolutely necessary.

83,671. (*Mr. Biss.*) The cost of living in Calcutta to an Indian Professor or Lecturer would all depend on the set in which he lived. In each Service there is always a standard of living to which every member is expected to conform. An Indian Professor had to go to Europe from time to time to keep himself in touch with the developments of his subject. An Indian officer had to support a large number of relatives. The question of a man's private expenses should not be raised in fixing his pay. One might as well inquire whether the candidate for admission to the Service was a bachelor or married, or as to how many children he had. He had known Europeans who had led a simple life, and had been all the better for it.

83,672. He could not understand why men went to Japan and Canada instead of coming to India on better terms. It was a mystery to him. He thought it was either sheer ignorance or the spread of the commercial spirit.

83,673. All the students coming to his side of the University were, as a rule, keen and anxious to learn; he could not wish for better students.

83,674. (*Mr. Gupta.*) He desired one Service, because he thought it was most degrading that certain men, although they were doing the same work, should be classed in a Provincial Service, while others should be classed in an Imperial Service. The prospects of the members of the Provincial Service were not at all what they ought to be, and that was the reason why the best men were not attracted to it.

(The witness withdrew.)

Dr. P. C. Roy, C.I.E., Professor of Chemistry, Presidency College, Calcutta.

*Written statement relating to the Provincial Educational Service.**

83,675. I may begin by emphasising the fact that recent experience has brought the problem of education well to the foreground as the most important problem which British statesmanship has to face and solve. Education occupies a prominent place in the gracious speech of His Imperial Majesty the King-Emperor in reply to the address presented by the graduates of the Calcutta University. The supreme importance of education was also recognised by Lord Curzon's government. The recent policy of Government, as embodied in the Scheme of Provincial Universities and University Chairs, has focussed attention on education as *the* problem of the day. It is also significant that the most prominent of our public men—men like Sir Gooroo Das Banerji, KT., Sir Ashutosh Mukherji, KT., Sir Tarak Nath Palit, KT., Dr. Rash Behari Ghosh, and the Honourable Dr. Devaprasad Sarvadhikari—have come to realize that education is the most fundamental problem to which all other problems must be subordinated.

It is therefore essential that the Educational Department should be recognised as one of the most important branches of the public service. The work of education is the most responsible duty undertaken by the State. The department trains men for the various branches of the public service as well as for the several learned professions.

In view of the extreme importance and the responsible nature of the work done by the department, it is absolutely necessary that it should be staffed by men recruited from the very best materials, in India and in Europe. The officers of the department should not only possess very high academic qualifications but should also be inspired by the ideals of duty. They should all feel an ardent enthusiasm for the work of education. This can be only secured by (1) enhancing the attractiveness of the service, (2) enforcing the strictest conditions of admission, so as to rigidly eliminate inefficient or incompetent candidates, Indian and European. Merit and efficiency should be the sole tests of admission, and preferment and all other considerations, *e.g.*, race, nationality, prestige, etc., should be completely ignored or subordinated to the supreme test of competency. Every care should be taken to secure the best men, for an incompetent man, once admitted into the service, acts like a clog in the educational wheel and impedes the rapidity and smoothness of its motion. All distinctions should be based upon real differences, and not on considerations of race and prestige which now form the dividing line between the two branches of the Superior Service, the so-called "Indian" and "Provincial." This unfortunate distinction—a distinction without a difference—should be abolished, and the two branches of the Superior Service should be merged into one service The distinction should never have been made, for even at the time when it was made—it was made as early as 1896—there were Indian candidates available who were at least as qualified or competent as the European officers who then staffed the "Indian" Educational Service. These Indians—most of whom were graduates of the British Universities—were thus denied a place in the "Indian" Educational Service, and the anomaly, as unjust as it was inexplicable, compelled these unfortunate men to enter the Provincial Service for no other or stronger reason than their nationality. This glaringly unjust treatment meted out to them still rankles in their mind, and in the case of some of them it is almost too late to repair the consequences of this grievous mistake. I advocate therefore the amalgamation of these two branches of the Superior Service with all the earnestness and emphasis that I can command. The amalgamation will strike at the root of the bitter discontent which prevails among the officers of the Provincial Service. This discontent was created by the fact that though the two branches of the Superior Service are admitted to have the same status in theory, in practice a stigma of inferiority has come to be attached to the Provincial Service officer as such, no matter what his qualifications or length of service may be. This brand of inferiority, which is purely gratuitous and unmerited, not to say illogical, has produced in this branch of the service an intense feeling of bitterness which it is absolutely necessary to remove in the interests of sound education and for the efficient working of the department, for we cannot get the best and the most out of a man who smarts under a sense of unjust and undeserved treatment. In the Presidency College, for instance, the most senior man in the "Provincial" Educational Service is treated as junior to the latest recruit to the Indian Educational Service. Thus when there are two Professors of the same subject, one in the Indian Educational Service and the other in the Provincial Educational Service, the officer in the Indian Educational Service is invariably held to be the senior Professor, even though the Provincial Educational Service officer, besides being a teacher of acknowledged efficiency, may be a man of much greater experience and of equal or even greater academic distinctions.

After considering the matter with all earnestness and fairmindedness, I am firmly convinced that the only remedy for this most anomalous and unsatisfactory state of affairs is to effect this amalgamation which I have already advocated. The treatment now accorded to Indians by the Educational Department, whether graduates of European or Indian Universities, does not accord well with the British sense of justice and this reproach should be completely wiped out.

With these general observations, I beg now to proceed to the specific points on which the Commission has been pleased to invite opinion.

83,676. **(I.) The methods of recruitment.**—As regards recruitment, I would widen the field of selection by employing more open methods. In the case of appointments carrying special allowances, referred to in paragraph 15, page 5, recruitment should not be made as heretofore. The post should be advertised in the Indian and English papers, and apppointment made by a properly constituted Board under the Local Government, which alone knows the local requirements, from among candidates for the post, *including* those already in the service.

That the present method of recruitment, through the India Office, has not been altogether satisfactory, will appear to be obvious to any one who examines the actual facts. The appointments made, say, during the last ten years, cannot be considered, from an academic point of view, as altogether satisfactory. If better men have not been available, that only shows the desirability of adopting the more open method of recruitment as suggested above. Under the present mode of recruitment, men already in the service are excluded from the class of appointments under consideration. Further, the chairs recently created in the Calcutta University are being filled up by the mode of recruitment which takes account of academic qualifications alone. Under this system, on the one hand Europeans like Professor Young, F.R.S., Dr. Oldenberg, Professor Sylvain Levi, Dr. Strauss, Mr. Leslie (as an Assistant Professor in Economics), on the other, Indians like Dr. B. N. Sil, whose qualifications are entirely Indian but whose distinction as a scholar cannot be questioned, have accepted posts under the University.

As regards appointments, other than those carrying special allowances, recruitment should be made from among Indian candidates possessing the highest academic qualifications. Officers of the *present* Subordinate Educational Service, possessing high academic qualifications and doing college work or belonging to the inspecting staff, should also be regarded as eligible for these appointments. I would advocate, however, that no one doing the work of a College Professor should in future be appointed to the Subordinate Service.

* Dr. P. C. Roy also submitted a written statement on behalf of the members of the Provincial Educational Service in Bengal, *vide* paragraph 83,567.

83,677. **(II.) System of training and probation.**—The conditions of work in the College Department require that an officer should be fully capable of entering on his work as soon as appointed. If the choice is confined to men with real academic distinctions, this object will be secured. There should, however, be a period of probation for two years. Training in the case of a College Professor is synonymous with academic qualifications, and understood in this sense, the methods of recruitment should be so devised as to secure only trained men for the service. But at the same time, officers of the Department, Indian or European, who may have shown special aptitude for research, whether in arts or science, should be encouraged by being given facilities, on equal terms, for visiting Europe and other centres of culture. In the case of a member of the superior inspecting staff, experience in teaching at a college or as Head Master of a collegiate or zilla school, and a knowledge of the vernacular, should be considered essential.

83,678. **(III.) Conditions of service.**—The officers should have ample leisure for study and research. The rule acquiring a medical certificate for physical fitness may be relaxed at the discretion of the Local Government. Free quarters should be provided for all officers, or quarters provided in consideration of a small percentage deducted from the salary, as is the practice in the Judicial and Executive Services in the more important stations. In Presidency towns where such quarters cannot be provided, or provided with great difficulty, liberal house allowances should be paid, no distinction being made as between Europeans and Indians. At present the Presidency house allowances are given only to members of the Indian Educational Service. This is an irritating distinction which should be done away with as early as possible. Special allowances should be given to Principals of Colleges. The scale of travelling allowance in the case of an officer of the Educational Department should be the same as that of an officer in the Indian Civil Service. Travelling allowances should be determined by the nature of the work done, and not by the amount of salary drawn.

83,679. **(IV.) Conditions of salary.**—If the extreme importance of the work of education as explained in paragraph 83,675 be adequately realized, it will be readily admitted that the scale of salary in the Educational Department should be so fixed as not to lower the status of an educational officer, as compared with that of the officers of the other branches of the public service. The present scale was fixed more than a quarter of a century ago, and the cost of living has rapidly gone up in the meantime. It has more than doubled, and this fact demands a very substantial increase in the present rate of pay.

83,680. **(V.) Conditions of leave.**—Greater facilities should be given to all officers, Indian and European, in the Educational Department for study in Europe. In particular, officers should be permitted to combine a vacation with privilege leave if the total period of the leave is to be spent in study and research.

83,681. **(VI.) Conditions of pension.**—Twenty-five years' service should qualify for full pension. Twenty years' service should also qualify for full pension, if an officer is medically invalided.

83,682. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—In my preliminary remarks I recommended most strongly and earnestly that the two branches of the Superior Service be amalgamated into one service and gave some general reasons which clearly necessitate this step. This I regard to be the crucial point at issue. I now proceed to explain the absolute necessity of adopting this measure, which alone can do away with various anomalies which have arisen in practice and radically remove the bitter and deep-seated discontent among those officers of the Superior Service who are now branded as "Provincial."

In the first place, I am in general agreement with the views which have been submitted through me by the entire body of officers of the Provincial Service, and the main portion of which I take the liberty of reproducing for purposes of ready reference.*

I should, however, strongly deprecate the proposed differentiation of posts into those carrying a full salary and those carrying a lower salary. All the posts in the Superior Service should, in my opinion, be on the same scale of pay; in the case of certain specified posts, however, I am prepared to admit that there should be a special system of allowances ranging from Rs. 300 to Rs. 600 and even Rs. 800, it being understood that recruitment to these posts should be according to the method already advocated by me in paragraph 5.

I am opposed to any invidious distinction based on racial considerations, as such a distinction is in reality opposed to the spirit of the recommendations made by the last Public Services Commission. That competent Indian candidates were available at the time when the existing division between the two branches of the service was initiated, is abundantly evidenced by the fact that the last Public Services Commission recommended that recruitment should as a rule be locally made except for certain specific appointments.

In accordance with these recommendations, seven Principalships of Colleges, three Inspectorships and a majority of the Professorships under the Bengal Government were served for Indians, and the European service was reduced from 41 to 27 (including the Director of Public Instruction, Assam). Since then there has been a distinctly retrograde move. All the Divisional Inspectorships, practically all the Principalships of colleges have now been reserved for the Indian Educational Service, which is virtually European, and the number of posts in this service has been raised from 26 to 54, the corresponding increase in the Provincial Educational Service being from 104 to 165. While thus, in all the other services, progress has been in the direction of throwing open to Indians an increased number of appointments usually held by Europeans, in the Education Department most of the more important posts formerly reserved for Indians have now been reserved for Europeans. And yet if the conditions of local recruitment were favourable at the time the last Public Services Commission made their recommendations, they are much more so now, after a steady educational progress for over a quarter of a century. I have already mentioned the fact that Dr. B. N. Sil, a graduate of the Calcutta University, has recently been appointed to the King George V Chair of Philosopy by the Calcutta University. In my own subject, viz., Chemistry, we have got distinguished scholars and investigators like Rasik Lal Dutt and Nilratan Dhar, men who are now on a fair way towards earning for themselves a European reputation, but under the existing mode of recruitment for the Indian Educational Service, such men have absolutely no chance of entering this higher service. Finally, if graduates of Indian Universities can be appointed to be High Court Judges, members of Executive Councils, and Accountants-General of provinces, I see no reason why they should be debarred from holding the highest appointments in the Education Department.

Supplementary written statement relating to the Education Department, being a Memorandum on the Recruitment of the Educational Service.

83,683. I have expressed my views in my corporate capacity on the undesirableness of earmarking a branch of the Educational Service as "Provincial." In the present memorandum I shall confine myself to one or two points in connection with the method of recruitment of the service and the disadvantages under which its members have to labour.

In the Despatch of the Secretary of State for India on the "Reorganisation of the Educational Service

* The memorandum referred to will be found in paragraph 83,567.

of India" 1896, occurs the pronouncement: "In future natives of India who are desirous of entering the education department will usually be appointed in India and to the Provincial Service." This momentous and unfortunate decision has had the effect of virtually excluding Indians from the higher or the Imperial branch of the service. In reply to a question put in the Imperial Council last year the Honourable Mr. Butler replied that out of 211 appointments in the Imperial branch only 3 were held by natives of India.

The present system stifles the legitimate aspirations of our countrymen and keeps away the most meritorious amongst them from the fold of the education department. The hardships of the "Provincial Service" members can best be brought home to the Commission by referring to some concrete instances. Let us take the case of Dr. P. C. Ray, the senior man in the Bengal P.E.S. He studied science at the Presidency College for four years (1878–82) up to the B.A. Standard under Sir John Eliot and Sir Alex. Pedler. In order to round off his education he proceeded to England in 1882 and studied at Edinburgh for 6 years (1882–88) and sat at the feet of eminent Professors of Science. He took the degree of B.Sc. in 1886 and that of D.Sc. in 1887. It is scarcely necessary to point out that for the latter qualification aptitude for original investigation is a *sine quâ non*. Even after taking his D.Sc. he stayed on for another year so that he might continue his original researches and specialise himself in chemistry. At the completion of his six years' studies he appeared before the India Office, backed by influential friends, and applied for a post in the education department; but his efforts were unsuccessful. He was advised to return to India and apply to the local government. The sequel to this narrative can be told in a few words. Dr. Ray entered the Education Department in 1889 on a pay of Rs. 250/- per month and served on that remuneration for 7 years, at the end of which period he was promoted to the Rs. 400/- grade and after some 17 or 18 years' service he got to the top of the ladder and was entitled to the maximum pay of the Provincial branch, namely, Rs. 700/- per month. Other members of the service with distinguished European qualifications, *e.g.*, Dr. D. N. Mallik, Dr. Ganesh Prasad, Messrs. J. N. Das Gupta and M. Ghosh have met with a similar fate.

I have given an unvarnished statement of my own case in order to present a vivid picture to the Commission of the differential treatment accorded to the two branches of the service.

In the "Indian" educational branch the initial pay is Rs. 500/- with the *guaranteed* increment of Rs. 50/- per annum, or in other words, in 10 years an officer gets Rs. 1,000/- per month; then he is entitled to a further allowance of Rs. 100 per mensem and in special cases he gets a Principalship with a further allowance of Rs. 250/- to Rs. 400/- per month as also house allowance.

As far as I am personally concerned I may be allowed to state that the pursuit of science for its own sake has been sufficient reward and stimulus to me; at the same time it is my duty to point out that the prospects held out even to the most deserving members of this service have failed to attract men of brilliant parts to the Educational Service; they have fought shy of seeking a career in this department. I shall relate a short story here. While I was serving on Rs. 250/- for years, a gentleman holding a high position in society asked my advice as to the future career of two of his sons who were my pupils. As he was anxious to give his boys the benefit of an education in England, I naturally suggested that they should study some branches of science and enter the educational service. "What, another P. C. Ray!" he exclaimed. From his own point of view I think he was fully justified, for both his sons competed for and entered the Civil Service.

The present system also penalises the intellectual activity especially the pursuit of science amongst our countrymen. India is a backward country—her people compared to that of the western countries lack in public spirit and self-help and in the power of organisation. Here the State is often called upon to undertake duties which in England are taken up with alacrity by the people themselves. Scientific education is the crying want of India and one naturally looks up to the State for fostering and encouraging it. One of the ways in which the government can do its duty in this matter is by providing employments to the scientifically trained Indians, but by a bitter irony of fate the Indian has been virtually excluded not only from the higher appointments in the educational service but also from the Geological Department, and rigidly denied admission in the Great Trigonometrical Survey, the Meteorological Department, the Botanical Survey, as also from the "Imperial" branch of the Pusa Agricultural Institute and the Forest and Telegraph departments, and so forth. The denial of a suitable career takes away all incentive for the specialised study of sciences either at home or abroad. An embargo has thus been placed upon the cultivation of science in this country.

The present method of selection by the Secretary of State is open to serious objection for more reasons than one. It is now a matter of common knowledge that only men of indifferent attainments care to come out to India, and the filling up of posts by them has seriously lowered the standard of scholarship in India. A raw graduate fresh from college, even if he can boast of First Class honours, is a dark horse. The committee of the Dacca University have fully realised this evil as they observe:

"In general, men of about 40 years of age will be best, as younger men will not have had the necessary experience. At this age, too, successful men will have acquired habits of study and research which should withstand the effects of climate and environment. Young Englishmen, however brilliant, who, having only just finished their examinations, and started original work, come out to India find in many cases their enthusiasm weakened by the lack of an inspiring environment, and their difficulties exaggerated by the absence of the accustomed facilities and the help of older men. Under such circumstances a few men of exceptional calibre and strength of character will still manage to advance knowledge and earn a reputation, but the many, who might have been successful under more favourable conditions, will very soon drop original work altogether."—p. 56.

The method of recruitment in vogue has created serious discontent amongst the members of the Provincial Educational Service. The differentiation between the two services is based upon racial ground and not on merit, for it cannot be said that the higher service is filled with men of higher intellectual calibre. If sound scholarship, life-long devotion to the subject of choice and capacity for original researches be accepted at tests and criteria of an efficient teacher, I believe the "Provincial" men will on the whole score over the "Imperial." Pandit Hara Prasad Sastri, C.I.E., as an antiquarian, Professor Monomohun Ghose, poet and literateur, Dr. D. N. Mallik (wrangler) on whom the University of Dublin conferred the degree of D.Sc. on account of original researches in mathematical physics, Professor Jadunath Sarkar, who is rightly regarded as a higher authority on "India under Aurangzib" have had few equals in the service.

Under the existing artificial and arbitrary mode of filling up vacancies in the Imperial branch, the best local men—natives of India—some of whom have earned a European reputation by their researches are excluded, while third rate men of great Britain and Ireland find easy admission. It is a sad mistake also to take for granted that merely because a man has been educated in an Indian University he is necessarily of inferior calibre and attainments. The competition lies between the third rate men brought out from England and first rate Indians. In this connection I cannot do better than reproduce here the short speech which I delivered at the last "Congress of the Universities of the Empire" in my capacity as a delegate of the Calcutta University.

"I rise, my Lord, to associate myself with the weighty remarks made by my brother delegates from the Colonies, Prof. H. B. Allen (Melbourne) and Prof. Frank Allen (Manitoba).

"The Indian graduate also is placed under peculiar disadvantages when he undertakes to pursue his post-graduate studies in a British University.

My Lord, I plead for a more generous recognition of the merits of an Indian graduate; he has, I am afraid, the badge of inferiority stamped upon him simply because he happens to be an Indian-made ware. I can speak with some degree of confidence about the particular subject which I have the honour to profess, namely Chemistry. Now, of late there have been some brilliant students engaged in post-graduate researches and as their communications find hospitable reception in the columns of the leading British Chemical Journal, I take it that they are considered as of a fair degree of merit and yet it is a strange anomaly that when the authors of these investigations come over here and aspire for a high British degree, they are made to go through the trodden path in the shape of having to pass the preliminary examinations and this has a depressing and deterrent effect upon the enthusiam of our youths. I think the suggestion made by a previous speaker that such a scholar should only be made to pass through a probationary period under the guidance of a teacher whom he chooses and if he fully satisfies him the Colonial or Indian student should at once be allowed to go up for the highest degree on the strength of his thesis alone.

"Sir Joseph Thomson has spoken about the rich endowments and scholarships required to encourage a post-graduate scholar. The Calcutta University has already founded a good few post-graduate scholarships and expects to have more. But I beg, however, to remind the representatives of the British Universities present here that we in India have from time immemorial held aloft the high ideal of plain living and high thinking and that with even comparatively poor stipends and bursaries we hope to achieve much.

"My Lord, I do not for a moment claim that the teaching our Universities impart is of the same degree of efficiency as in the sister British Universities—in fact we have much to learn from you—but I beg leave to remind you that in spite of their many defects and drawbacks, our Universities have produced some of the brightest ornaments of our country. The foremost lawyer of Calcutta—a man renowned throughout India for his high forensic attainments—is a graduate of the Calcutta University. Three of the most eminent physicians and surgeons of Calcutta, who have attained to phenomenal success in their professional career are, again, graduates of my own University and last but not least the present Vice-Chancellor of our University, who enjoys the unique distinction of being three times in succession elected to his onerous duties by the Chancellor of the University, who is no other than the Viceroy himself,—I say, Sir A. T. Mookerjee is also a product of the same University.

"My Lord, before I resume my seat I once more plead for a more generous recognition of the teaching imparted in our Colleges."

In the sphere of original researches in science, especially in Chemistry, some of our graduates at the Presidency College are showing remarkable capacity—their investigations are being published in the leading scientific journals in England, Germany and America (vide the annexed reprint of an article in the "Modern Review") and yet whenever any vacancies occur in the department, their claims are cooly ignored and the sad spectacle is witnessed of the posts being filled up by raw graduates from England, who are admittedly their inferiors and who have got no original work to their credit.

The Indian graduates suffer a grievous injustice and the obvious way to remedy it would be to throw the gates of admission wide open to merit alone irrespective of racial considerations. Recruitment should be in the first place local and the power of selection should also be entrusted to a thoroughly representative Board of Literary and Scientific Experts in India. In case of a vacancy, the Board should be empowered to advertise in the local papers and to receive applications. It is only in the contingency of a suitable candidate not being available on the spot, a requisition should be made to the Secretary of State.

In the next place there should be one Educational Service in the country and the system of two compartments of the service, one called the Indian Educational Service and the other the Provincial Educational Service, should be done away with. The proposed service will have one cadre of appointments with equal pay and prospect and the consideration of fitness and merit will be the only criteria for promotion to the highest posts of the service. In the case of Europeans appointed in England a special allowance not exceeding one-fourth of their ordinary pay may be given to them in view of their service in a distant country. In other respects the rights and privileges of the Europeans and the Indians in the service should be absolutely similar.

There is another strong reason in favour of employing Indian agency. A European naturally looks to India as a land of exile and his thoughts are always turned homeward. As soon as he joins his apointment he begins to look forward to his furlough and even during summer holidays he often runs home. Socially speaking, the European lives quite apart and it is only in rare cases that he is found to mix on equal terms with his pupils. The result is that he fails to create anything like an intellectual atmosphere. Moreover, the European when he retires from the service leaves India for good and all the experience which he gathered during his tenure of office are clean lost to the country. But the mature experiences of an Indian after retirement are always at the disposal of his countrymen; he is in fact a valuable national asset.

Dr. P. C. Roy called and examined.

83,684. (*Chairman.*) The witness said his main contention was that no organisation of the Educational Service could be satisfactory which was based on race, and not on the nature of the work done. The Indian and the Provincial Educational Services should be merged into one. The present arrangement only gave rise to heart-burning, whilst a great many officers smarted under sense of positive injury. It was not consistent with a sense of self-respect that men equally educated, doing the same kind of work and of equal calibre, should be ranked in two different services. At present there was practically no difference between the kind of work done in a college by a Provincial and an Imperial man. The Provincial Professor was doing precisely the same kind of work, was teaching the same classes and giving the same quality of instruction to those classes as his Senior Professor.

83,685. Recruitment should be made by the local Government, and not by the India Office. The India Office would not give a fair chance to Indians. The posts should be advertised first in the local market, and if suitable men were not forthcoming—and then alone—the local Government should send to England for a qualified man. If there was an eligible Indian in England, the local Government ought to appoint him with the aid of a committee of experts in India. The Secretary of State should have nothing to do with the matter. The local Government would be in a position to give better advice on the subject, even although the Indian resided in England. As bearing out his contention, he mentioned that the Calcutta University had managed to bring out such men as Dr. Young, F.R.S., and Professor Jacobie without the help of the India Office at all.

83,686. Recruitment for the more responsible posts in the service should be both by direct appointment from the Universities in India and by promotion. He preferred the method of direct recruitment, but certain posts should certainly be reserved for promotion from the lower ranks.

83,687. He set some store on the average Indian man undergoing a European course. A man with this experience would often be a more efficient officer than one who had been appointed straight from an Indian University. He desired to point out, however, that there were very eminent men in India, *e.g.*, Sir A. T. Mukherji, Dr. Rash Behary Ghosh

and Mr. Gokhale, who had never had any sort of education in Europe. There could be no hard-and-fast rule on the point.

83,688. With regard to salary, many of the witness's colleagues were in favour of two classes of pay, but he (the witness) deprecated any such system. He would give all members of the service the same pay, but to those who had shown extraordinary merit he would add something in the shape of a compensation allowance.

83,689. The bare fact that a man was a European, and had been educated in a British University, did not mean that he was likely to turn out a successful teacher. It was too often assumed that, because a man had been brought out from England, he was therefore an expert and a specialist. This was quite inaccurate.

83,690. All the divisional inspectorships and practically all the principalships of the colleges had now been reserved for the Indian Educational Service. That had been done four or five years ago whilst Sir Archdale Earle was Dierctor of Public Instruction. The few principalships in the Provincial Service, which had been promised at the time of the reorganization scheme, had been snatched away. There was only one divisional inspector now left in the Provincial Educational Service, and there was no knowladge the that post would also be taken away.

83,691. There was a sufficient staff in his college for the work to be done.

83,692. (*Lord Ronaldshay.*) The education which an Indian received in India was ordinarily quite Indian cient to enable him to carry out the duties period would be required of him when he joined the Educational Service. He did not think any period of training in Europe in addition to an Indian education was essential, but it had its uses.

83,693. The recommendation that a special allowance, not exceeding one-fourth of their ordinary pay, might be given to Europeans appointed in England, in view of their service in a distant country, expressed the view which the members of the service now generally held, but they thought it should be applied only to exprimental cases. The authority making the appointment would decide in each case whether the candidate had made a name for himself or not.

83,694. (*Sir Theodore Morison.*) The scale of salary for the proposed amalgamated service might run from Rs. 300 to Rs. 1,500, but in exceptional cases, such as the head of a department, higher pay should be granted. The proposal that there should be five grades beyond the time-scale was the view of his colleagues, and not of himself.

83,695. The amount of the monthly increments should depend on whether the officer was an average man or was of exceptional ability, and had made a name for himself by his researches. For an average man a suitable arrangement would be to begin at Rs. 300 and to rise to Rs. 700 or Rs. 800 by annual increments of Rs. 30. If among the officers recruited at Rs. 300 a month a man of unusual capacity was discovered, he should either be promoted over the heads of his seniors to the Rs. 500 grade, which would no doubt cause some heart-burning, or be given a special personal allowance.

83,696. (*Mr. Gokhale.*) There were exceptional facilities for carrying on original research at the Presidency College, and there was as good material in the country as elsewhere for this purpose. Two of his own pupils, for instance, over and above their academic distinctions, which were of the highest, had contributed papers to all the leading scientific journals in England, Germany and America. Again, only last week he had received a letter from Sir Henry Roscoe, in which that gentleman congratulated him, not so much on account of his own researches, as of the brilliant work done by his pupils. If some of his pupils had the further advantage of visiting some of the laboratories in Europe and seeing the kind of work which was done there, and coming in contact with the great men in their subject, they could fill the chairs of chemistry in India with the greatest success, and would do the work as well or better than any young man who could be brought out fresh from the European Universities, who is more or less of the nature of a dark horse.

83,697. (*Mr. Fisher.*) Recruitment should be in the hands of the local Governments, and they should advertise appointments both in England and in India. In this way each local Government would have three alternatives before it on the occurrence of each vacancy; it might either promote to the foot of the cadre a junior who was already in the service, or appoint a freshly graduated Indian of distinction over the heads of those who were already in the service, or it might call in a man from Europe, either an Indian or an Englishman.

83,698. Promotion within the service should very largely be regulated by distinction in original research, but it would also be necessary at times to advance men who had done no research work but who had other important educational qualifications. He quite admitted that in an Indian college, as in an English college, a great deal of the educational work was on a very much lower plane than the plane on which he and Dr. Bose conducted their researches, and that it was primarily important to obtain men who were efficient teachers and guides of youth. Such men would very often not possess great scientific attainments, but yet might be a most valuable element on the teaching staff of the college. It followed from that that it was really in the interests of advanced college education in India that exclusive stress should not be laid upon power to conduct original research. That must always be the prerogative of the rather highly talented man.

83,699. (*Mr. Macdonald.*) The witness was aware that had might be charged with sacrificing teaching to charged research, but he had found that in England highly who was appointed to professorial duties could only only to that distinction by reason of the work which tivehad produced. When a chair fell vacant in Englan the Board of Selection was guided more by a man's orinal contributions in the particular branch of study highly anything else. Moreover, the best teachers ordinarily those who were the best original worker and experimentalists.

83,700. (*Mr Macdge.*) He agreed that there was room for improvement in the present system of education in Indian Universities, but the Universities were now starting on a newer base, and the present state of things would not continue for very much longer.

83,701. (*Mr. Abdur Rahim.*) An Indian, who received a European education, did acquire thereby a certain advantage in that his outlook on life was widened and his views broadened. He did not at all under-rate the venue of European education, but he found the custom was for a man to take a Cook's holiday trip, spend six months or a year abroad, and then return with some indifferent degrees and claim credit over his Indian colleagues.

83,702 With regard to the suggestion that a certain European element in the Educational Service was of great advantage in modelling the character of young men, the witness said that was a very delicate subject. I entirely depended upon the personality of the teacher. The right man would produce a very wholesome influence, and the wrong man just the opposite effect. His contention was that an Indian teacher could produce a much greater effect than the European, because the former lived and moved and had his being amongst Indians, whereas a European, however well disposed he might be, lived in a world apart. He quite admitted that there were certain exceptions to that rule, and there was no denying the fact that Europeans had to a large extent built up the educational system of India.

83,703. (*Sir Valentine Chirol.*) It could be assumed that a graduate of an Indian University possessed the same educational equipment as a graduate of a British University of the same degree.

83,704. (*Sir Murray Hammick.*) Professor Young had come out for three or four years on a salary of Rs. 1,000 a month and house allowances; Dr. Oldenbergh was to be a University reader for a few months at a special fee, and Professor Sylvain Lévi was in the same position. Mr. Leslie had been appointed Assistant Professor of Political Economy. Dr. Strauss's salary was Rs. 600 a month. The latter appointment was for a certain number of years.

83,705. (*Mr. Biss.*) While there was only one Indian Divisional Inspector, it was true that there were only two European Inspectors in Bengal.

83,706. The Presidency College had no monopoly of research work. At Dacca, Professor Watson was doing research, and some of his pupils were giving a good account of themselves. Professor Watson was doing excellent work, and the University of London had conferred the degree of Dr. on him during the present year.

83,707. It was the fact that the European Professors of the Presidency College had for a very long time been asking for quarters to enable them to come into closer contact with the students.

83,708. He could not conceive of any considerations which could be urged in favour of the employment of Englishmen as Englishmen.

83,709. (*Mr. Gupta.*) Under his scheme for the amalgamation of the Provincial and the Indian Educational Services the laboratory assistants in the Department of Chemistry should come into the subordinate service; but if they showed exceptional merit, they should be promoted to the higher service.

83,710. Indian Professors on the Art side should be placed on the same footing as graduates of English Universities, and the same pay and privileges should be extended to them. One effect of the inauguration of the Provincial Educational Service some years ago had been to scare away the best intellects of the country from the Educational Department. The general interests of education in Bengal had suffered very much on that account.

(The witness withdrew.)

HERAMBACHANDRA MAITRA, ESQ., Principal, City College, Calcutta.

Written Statement relating to the Education Department.

83,711. I do not think it necessary to say anything on the first six of the heads on which evidence is being taken. The grievances of Indian officers in these respects are quite obvious and may be easily remedied.

83,712. **(VII.) Such limitations as may exist to the employment of non-Europeans.**—The practical exclusion of Indians from the higher educational service and the division of the service into two classes—Imperial and Provincial—irrespective of the qualifications of their members as well as of their responsibilities and duties, are evils to the gravity of which it would have seemed unnecessary to call attention unless the system had been adhered to so long. Such an arrangement is bound to cause bitter discontent; and the discontent becomes more and more intense as the injustice of a system like this comes to be more and more keenly felt with an increase in the number of Indian youths who have won high distinctions at Western seats of learning or in India, and of Indian teachers who have given signal proofs of efficiency, devotion to work and ardour in the pursuit of knowledge. The barrier set up between the higher and the lower service is in effect a barrier of race and colour. For in Bengal there are at present not more than four Indians in the higher service (one of them drawing two-thirds of the full pay), though in the lower division of the service there is no lack of men who are as well qualified and have been doing as good work as most of those who belong to the more favoured class. I may even say without fear of contradiction that among the "Provincials"—I may be permitted to coin a word—there are some whose equals it would be difficult to find in the ranks of the "Imperials." A brilliant Indian graduate of a European university is assigned a position which in status, rights and privileges, is far inferior to that of a raw English graduate, often of indifferent merit; and the prospects of a distinguished Indian graduate of an Indian university, however eminent his attainments, are even worse. It is true that there are a few Europeans in the Provincial Service. But, as their Indian colleagues point out, they "enjoy a preferential treatment," being enrolled in one of the higher grades of the service on their first appointment. Such a condition of things can hardly be expected to inspire the Indian teacher with enthusiasm, especially with enthusiasm for such advanced work as may make our universities true centres of intellectual life and power. What Indian teachers have been able to achieve, they have achieved in spite of great discouragements.

The harmful effects produced by this invidious distinction between the European and the Indian teacher are obvious. It impairs the efficiency of the service in several ways. It exercises a depressing influence on those members of the service who belong to the country and who have the first claim to the patronage of the State. It lowers the value of teaching as a vocation in the estimation of distinguished Indian graduates, many of whom are thus led to give up the idea of seeking admission to the educational service. And the evil effects of this unjust distinction have been aggravated in recent years by certain unhappy developments, based on the principle—I am quoting from an article in *The Modern Review*—that "every Provincial service officer, irrespective of his pay and length of service, is junior to every I.E.S. man." The Provincial Service professor is required to take his orders from the I.E.S. professor in that subject; and in one instance an eminent Indian professor was required to send his letters to the principal *through* a European profesor in *another subject*. Under such a state of things there cannot be anything like that feeling of comradeship between European and Indian, that hearty co-operation between them which is indispensable to the growth of a true college life and the advancement of learning. And by depriving many of our efficient and conscientious teachers, many of our distinguished scholars, of the stimulus they need and the recognition to which they are entitled, it acts as a hindrance to intellectual progress and inflicts a loss upon the country which is simply incalculable.

I do not know if at this time of day it is necessary to speak of the competency of Indian teachers and their fitness to be entrusted with work involving great responsibilities. As the records of the Calcutta University show, excellent work is being done in colleges which are staffed entirely by our own men. And that is perhaps even more noteworthy, in Goverment and missionary institutions where the Filopian and the Indian work together, the latter is giv by his European superior as large a share as—sometimes a much larger share than—the European professor in the same subject, in the work of the highest classes. I do not know whether Presidency College had ever a more conscientious and painstaking teacher, or one who was more highly esteemed and sincerely loved by his students, than the late Professor Binayendranath Sen. In spite of its great resources, the College is immensely the poorer to-day, in moral influence no less than as a centre of intellectual inspiration, by the loss of such a man. (I wish to avoid references to living men as far as practicable.) Professor Gaurisankar De was, morally as well as intellectually, a tower of strength to the Scottish Churches College. Testimony was borne to the value of the work of Professor Rajendranath Chatterjee by Sir Alfred Croft, who, as Director of Public Instruction, said in his Report for 1893-94: "The unaided City College of Calcutta occupies a unique and distinguished position in regard to the teaching of Science." And his career as a teacher was distinguished as much by his love for his pupils and his readiness to help them in their troubles as by his great abilities and unwearied zeal. A work on Ethics by Professor Mohitchandra Sen, who was highly respected by all who had the privilege of knowing him, was prescribed for the B.A. Course of the Calcutta University. These are men who, with the great professors and school-teachers of a former generation—Pyaricharan Sircar, Rajnarain Bose, Ramtanu Lahiri—have played a no mean part in the upbuilding of the nation's life as well as in the history of Western education in Bengal. I have named only a few remarkable men. Remarkable men are rare among Indians as well as among Europeans. A careful observation of the work of our colleges would show how much useful work is being quietly done by Indian teachers.

We hear it sometimes said that, while Indian professors are able teachers, they do not make efficient Principals. The work which was done at Cuttack by

Ray Bipinvihari Gupta Bahadur and at Cooch Behar by Dr. Brajendranath Seal, and the progress which the Rajshahi College has made under its present Principal, Ray Kumudinikanta Bannerjee Bahadur, are a conclusive answer to this charge. I am speaking of colleges which I inspected on behalf of the University. With regard to the Ravenshaw College, Cuttack, having no detailed report before me at this moment, I must content myself with a bare reference to the high reputation enjoyed by Mr. Bipinvihari Gupta, both as Professor and as Principal. Great improvements were being energetically carried out when I visited the College; and two years later Mr. J. A. Cunningham said in his inspection report: "Principal Gupto has always been well known as a disciplinarian, and we failed to detect any falling off." It may be stated without exaggeration, that a complete revolution was affected in every department of the College and of the school attached to it by Mr. Gupta. As to Cooch Behar, I do not know if more strenuous work has been done anywhere than what was being done at Victoria College under Dr. Seal when I visited it. The University inspection report on the College for 1908 by Mr. J. A. Cunningham says:—"From one point of view this is perhaps the best University College in Bengal, *i.e.*, the highest ideal of University culture is brought more nearly and actually within the reach of every student of Victoria College, than can be said to be the case in any other College to Calcutta University. . . . With an endowment of less than £2,000 per annum, Principal Brajendranath Seal has been able to build up a College which has been the means of imparting to several hundreds of students a deep culture and a genuine love of learning at least comparable with the achievement of any College in far more fortunate countries." At Rajshahi, the present Principal took charge of the College, which had been managed by European Principals for a long time, in 1897, when its condition was such as to lead the Commissioner of the Division to say in his Annual Report, that he "doubted the expediency of maintaining any class" there above the First Arts (corresponding to the present Intermediate Examination). The new Principal at once made his influence felt. There was immediately a marked improvement in examination results; and the record of the College during the last sixteen years has been one of continued progress in many directions. The institution is indebted to its present head for the enlargement of its compound, the removal of insanitary surroundings, the erection of two new boarding-houses, the creation of local scholarships and provision for post-graduate studies in several subjects. These improvements have been carried out largely by means of contributions from private sources secured by the Principal. I inspected Krishnagar College last month with Dr. P. K. Ray and the Rev. Father T. V. Schueren, and I was impressed by the vigour and energy with which the Principal was doing his work and the keen interest he took in the moral well-being of his students.

I have indicated my reasons for holding that the barrier between the Imperial and the Provincial Service should be broken down. It is time that workers in the cause of education should be freed from the depressing influence of arbitrary distinctions of rank and should be helped to feel that they are co-workers in a great cause. It is not the smaller pay which is the chief source of discontent to the Indian professor. It is the enforced wearing of a badge of inferiority which he most keenly feels. This it is that makes many of our distinguished scholars turn away from teaching as a vocation and betake themselves—sometimes with great reluctance—to less congenial walks of life. How more of such promising material may be attracted to educational work is a question in which the country is far more deeply concerned than the persons whose interests are immediately affected. And the abolition of unjust distinctions among the members of the service would be a great step towards a solution of this vitally important problem. There should be *one* service for all college teachers, who should be placed in different classes according to their qualifications and the nature of their work. They may be classed as professors, assistant professors, lecturers and tutors. In this connection I may mention that the Subordinate Educational Service, like the Provincial, has grievances which would be redressed by a re-organisation of the service on the basis of work and fitness. The members of the Subordinate Service who are engaged in teaching college classes complain that, though they "are generally recruited from the same class of graduates" and "have mostly the same duties and responsibilities as professors in the Provincial Educational Service," yet "their status, pay and prospects are very different." They "have to start on a much lower pay, have to take their chance of promotion along with clerks, mechanics, drawing and drill masters, and with men of inferior qualifications, and usually end their career almost where members of the Provincial Educational Service begin." And it is added that "no consideration is made even for lecturers in entire charge of their subjects in the first grade colleges." No ground should be left for complaints like these. Mr. J. A. Cunningham said in his report on Ravenshaw College in 1908:—"An unduly large proportion of the staff hold appointments on small pay rather low down in the Subordinate Educational Service. Any Professor in change of a department should surely have a place in the Provincial Service." A teacher who is thought fit to take charge of senior students should enjoy corresponding rights and privileges. If, on the other hand, a man who is not qualified to undertake the teaching of the higher classes is made to do so because there is not a better man on the college staff to teach the subject he is entrusted with, Government should place itself above the necessity of permitting such stop-gap arrangements by securing a more liberal supply of distinguished scholars.

Faithful and efficient work as well as length of service should be taken into account in promoting men to a higher grade. I know the question is a rather difficult one to deal with. If promotion depends solely on length of service, it becomes purely mechanical and ceases to operate as a stimulus to good work. On the other hand, it is not always easy to appraise work justly; and it very often happens that men who are not eager to attract notice to win favour do not receive the recognition they deserve. If, however, the head of the Department keeps a watchful eye over the work of his subordinates and if he is eager to deal justly with them, he cannot have much difficulty in discerning merit. A teacher should make the acquisition of knowledge the work of his life; and a man who, being without high academic qualifications, begins his career as a tutor, should, if he gives evidence of scholarship in after years, be entrusted with more responsible work. We know of men who, though they could not distinguish themselves in university examinations, have been eminently successful as teachers and have won a high reputation as men of letters or scientists.

The ranks of the educational service should be filled mainly by our own men. The State should do everything in its power to attract to the educational service men "who regard teaching not merely as a livelihood, but as a vocation"; and it would be far more easy to find Indian graduates and scholars who were eager to promote the diffusion of culture and awaken high intellectual aspirations among their countrymen than to find Europeans ready to work in this spirit among an alien people. The history of many a private college would show that it was enabled to carry on its work mainly through the enthusiasm and the self-sacrifice of its teachers in the cause of education. Europeans should be employed only in exceptional cases, when the services of specialists are required. In the past, when there were few Indian scholars qualified to undertake the teaching of students preparing for the B.A. or the M.A. Examination, it was necessary to rely chiefly upon European agency. But now we have a considerable number of distinguished Indian graduates, and the number of those who have won academic distinctions in the West is steadily increasing. There are competent Indian professors lecturing on every subject included in the curricula of the University, in colleges affiliated up to the B.A. and in some cases up to the M.A. standard. There are many who are working side by side with European professors in preparing students for the B.A. Examination or in guiding their post-graduate studies; and, if we may judge from the work they are entrusted with, they enjoy the confidence of

their European superiors. There are some who by their learning or their contributions to knowledge have won a fame which has spread to other lands; and, as a result of this, noble intellectual aspirations have been awakened in the minds of many capable men, who thirst for the facilities for work which an honourable position in the educational service brings with it. Sir (then Mr.) Thomas Raleigh, as Vice-Chancellor of the Calcutta University, in one of his Convocation addresses made this noble appeal to our graduates:—"Do not say that the University is an alien institution, which strikes no deep root in the soil of India, but make it your own by wise generosity and patient efforts." This end cannot be attained without a more liberal policy on the part of the State. Our universities must continue to be, in a large measure, alien institutions, so long as even the most distinguished of their *alumni*, when they dedicate themselves to their service, have to accept the position of an inferior caste. Indian teachers should be enabled to make the universities their own by being given the status and the opportunities they seek. The country would never grudge the appointment of exceptionally well-qualified Europeans on higher pay in special cases to meet the requirements of advanced study. Such men should be given special allowances over and above the normal salary of the service. But higher pay should confer no seniority of rank. The salary must be raised by progressive increments according to a uniform scale, the allowance added to it remaining the same. Eminent professors of foreign universities may be temporarily engaged on special terms. There would be no occasion for complaint when such appointments were justified by the attainments and the work of the men engaged. What is naturally felt is that a serious injustice is done to the Indian teacher when a man is brought from abroad for doing work which might be done equally well by the former. It cannot be maintained that the majority—or even a considerable proportion—of those who now belong to the higher service in this province are men whose places could not be well filled by our distinguished graduates or by Indian scholars who have taken their degrees in Europe or America. And what adds to the discontent caused by the employment of Europeans whose qualifications are not above the average, is that sometimes an Indian Educational Service man who has made a special study of one subject is allowed or required to teach another—an arrangement which cannot promote efficient teaching.

The pay of the lowest grade of the Provincial Service, which was Rs. 150 when the service was created, has been raised to Rs. 200. But this has not removed the grievance of an arbitrary distinction based on colour and race, nor has it improved the prospects of those who, though having the same qualifications and doing the same work as Provincial Service men, have not been admitted to its ranks.

While under existing circumstances eminent European scholars must be appointed in special cases, it is necessary that capable Indian professors should be sent to foreign universities to be trained for work on lines for which first class men are not now available here. We must push on towards the goal of intellectual self-reliance. Our resources must be so developed as to suffice for our highest needs. That could not be called a successful system of education which perpetually kept us in a state of dependence on foreign aid. A carefully planned scheme for getting some of our own men—men who have displayed enthusiasm for work and are likely to turn great opportunities to good account—trained in Europe or America, would greatly add to the attractions of the service. There are other weighty considerations in favour of efforts being made to enable Indian professors ultimately to take the place of European specialists. Not the least valuable work done by a scholar belongs to the years of his retirement from the service of the State. There are spheres of work where his services as a teacher may in those years be utilised to some extent; and he continues to guide and inspire seekers of knowledge even when he does not teach them. He is able to serve the university as an examiner, as a member of Boards of Studies, as Registrar or Inspector of Colleges and in other capacities. On the retirement of a European professor, the country is in most cases deprived of the valuable work he is still capable of doing. His ripest wisdom is withdrawn from India. This is a consideration which acquires additional importance when we think of the limited resources of Indian universities. The question of improving the status of Indian professors and of throwing open to them the highest appointments in the service has indeed a very important bearing on the expansion of those bodies. It is not by regulations that a new life can be breathed into them. What they need above all things is that their *alumni* should be given larger opportunities of work and honourable careers should be provided for their best men. There is no reason why an eminent Indian professor should not be permitted to look forward to filling the post of Director of Public Instruction or of Secretary to the Government in the Education Department. Bhudeb Mukharjee as Inspector of Schools has left a mark on the work of the Department; and yet when his turn came, his claims to the Directorship were superseded. It is indeed true, as was declared by a distinguished Chancellor of the Calcutta University, that "the atrophied veins of the East" have been quickened "with the life-blood of the West"; and the new life thus called into being requires the widest fields of activity and the highest spheres of work that the country can provide. If, as we gratefully acknowledge, the labours of eminent European teachers in India have produced a golden harvest, they have aroused noble aspirations the fulfilment of which would multiply that harvest a hundred-fold.

83,713. **(VIII.) Relations of the service to the Indian Civil Service and other services.**—It is a common complaint with the members of the educational service that they are treated as an inferior class of public servants. This complaint should be removed. "The supreme worth of the teacher's calling" should be recognised by Government in determining the status of educational officers.

Mr. H. Maitra called and examined.

83,714. (*Chairman.*) The witness was Principal of the City College, Calcutta, which was a college affiliated to the University. No regular aid was received from Government, but a capital grant was given on the recommendation of the University every year for certain purposes, such as the purchase of apparatus or additions to the library. The college belonged to a society registered under Act XXI of 1860, and was managed by a council which consisted of two representatives from the staff, two representatives from the school attached to the college, and a number of other members appointed by the executive body of the Sadharan Brahmo Samaj. The staff of the college was purely Indian.

83,715. His main position was that the present arrangement for filling the collegiate posts in the Service was a source of discontent, not so much on the ground of smaller pay as of lower status. This caused many of the most distinguished scholars to turn their attention to other vocations than that of education. He knew of several instances in which such men had become lawyers. If the sense of inferiority were removed, a larger number of distinguished men would be attracted to the service.

83,716. He did not object to a differentiation in the matter of pay as between Europeans and Indians, provided there was one list for both. He thought an extra allowance of from Rs. 200 to Rs. 300 would suffice for a European member over and above the normal salary which was given to all. The average salary of Professors in his college ranged from Rs. 100 to Rs. 400, and there were demonstrators and tutors on lower pay; Rs. 400 was the maximum paid in his college. Many of his own staff were content with small pay, because they knew that their college was poor.

83,717. The staff of his college numbered 36—22 professors and lecturers, and 14 tutors and demonstrators. No sharp line of distinction was drawn between professors and lecturers. After a few years'

service a member of the staff, if he taught the higher classes, was called a professor. A demonstrator or tutor was often a man without high academic qualifications, but ordinarily no one would be appointed lecturer or professor who was not an M.A. of the University. No demonstrator had yet been appointed professor, but lecturers had been promoted to professorships or had been allowed to teach up to the highest class. There were practically two classes—those who lectured to the students and those who assisted the lecturers by doing tutorial or demonstration work. The lecturer taught the classes qualifying for the Intermediate examination.

83,718. The City College was affiliated up to the Intermediate standard in 1881 and up to the B.A. in 1883.

83,719. Many members of the staff had been in the college for a long time. He himself joined the college in 1882, but had a break of four years in his service, when he resigned his post on account of differences between himself and the College Council. He returned at their request after four years' absence. The Vice-Principal had been in the college since 1887.

83,720. His staff was not recruited for a definite period of service. Generally, a man was taken on probation on the understanding that he would not be made permanent unless he gave satisfaction by his work, and if his work proved satisfactory he was kept on although he might leave whenever he wished.

83,721. Pensions had been given only in a few cases, but a scheme for a Provident Fund was now under the consideration of the Council.

83,722. No member of his staff had yet taken a course in England. In one case he had intended to send a Professor to Harvard, but unfortunately no money could be obtained for the purpose. A man had been helped in going to London on the understanding that he would come back and join the college. In certain cases it would be an advantage to the college if those who occupied the higher positions on the professorial staff had been through a European course.

83,723. The City College was moulded on the English idea of education both in subjects and method of teaching. Students were prepared for the B.A. examination with honours. Formerly students were sent up for the M.A.; but under the new regulations the college had not obtained affiliation to that standard on account of want of means. For ordinary work the students were well educated in English, but he would not employ a B.A. as a teacher of English unless he was well qualified in that subject. No European had ever been on the staff.

83,724. (*Sir Valentine Chirol.*) The small salary paid in his college restricted the choice of Professors. He could not secure the services of a candidate who had taken the highest honours in the Calcutta University, unless he was prepared to pay at least Rs. 300 and offer far better prospects than he was now in a position to contemplate. The financial limitations of the college occasionally compelled the authorities to accept a lower standard of qualifications for the staff than generally prevailed in Government colleges, but in most cases that was not so. Men joined private colleges because they liked the work and enjoyed their independence; they belonged to a self-governing brotherhood, and were able to stay in Calcutta and choose their own line of work without being arbitrarily transferred from one place to another. There was a sufficient supply of such men to recruit to his college staff without any serious lowering of the educational standard. The Vice-Principal joined the college for a probationary period, while qualifying himself for the bar, and ultimately became so attached to the college that he would not give it up, even though offered higher pay in other private colleges. The witness himself had been offered an officiating appointment under Government, but had declined it. Two years later a better position was offered to him as a permanent appointment on more than twice the salary he was receiving in the college, but he again declined it because he had become so attached to the college that he did not like to leave it and lose the independence he enjoyed. He did not think it was possible to have a Government college recruited on the same terms as his college, which was a missionary college of the Brahmo Samaj.

83,724 (A). (*Mr. Madge.*) Generally the percentage of students passing the University tests from his college was not so high as that of the Presidency College, but his students sometimes took very high places in the examination lists, and the work of the college was spoken of with great approbation by the University Inspectors. The students had succeeded in obtaining appointments under Government. The college appealed to self-sacrificing men, who were willing to work in spreading education and extending the principles of the Brahmo Samaj. They were men who came to the college on much the same conditions as men went to a Christian college.

83,724 (B). The witness thought a larger measure of self-government in education would be advantageous to India in every respect.

83,724 (C). (*Mr. Fisher.*) One of the important functions of a college Professor was to direct research; but teaching apart from research had a high value of its own. Research, however, ought to occupy a specially important place in the work of the senior Professors.

83,724 (D). He was not sufficiently acquainted with the facts to say whether the American educational system had been seriously injured by putting young men on to research work before they were really fit for it; he had only paid a brief visit to Harvard. In the case of the majority of the Professors the work done in Indian colleges was necessarily work of an educational character rather than what might be called definite research work, but the senior Professors in a first grade college ought to be men who had contributed something to human knowledge or had done some original work in the particular branch of study they were teaching.

83,724 (E). (*Mr. Sly.*) The salaries of the staff of his college started sometimes below Rs. 100. In the case of a gold medallist or first-class M.A. they would start at Rs. 100 or above. All enjoyed periodical increments. He preferred that to a definite fixed pay for each post. A man who was a first-class M.A., or fairly high in the second class, would be entrusted with the work of the senior classes. A man who was not so highly qualified might begin work in the lower classes, and if he proved efficient would be transferred to higher work. There was a distinction in work between professors and tutors. The tutors had to examine papers, correct mistakes, and hold small classes of groups of students. The professors had quite other kinds of work to do.

83,724 (F). The students were not so well equipped in English as he should like to see them, but a large proportion were sufficiently qualified to profit by the lectures given. Definite instruction in English composition was given by the tutors.

83,724 (G). On the subject of salary the witness said that for the Premchand Roychand student to be attracted to Government service he ought to be at once offered a salary of Rs. 300.

83,724 (H). (*Mr. Gokhale.*) There was no reason why an Indian Professor, after years of meritorious service, should not look forward to filling the post of Director of Public Instruction or Secretary to Government. If the entire Service were manned by Indians, a range of pay from Rs. 300 to Rs. 1,000 would be sufficient. There was no branch of knowledge in which an Indian Professor could not be expected to do good original work if he were given proper facilities.

83,724 (I). (*Mr. Chaubal.*) The students at his college were drawn from all classes of the community. He had a larger number of Muhammadans than any other college teaching up to the B.A. standard outside the Muhammadan colleges.

83,724 (J). (*Sir Theodore Morison.*) The moment a barrier was set up between one Service and another, a sense of inequality was created. His view was that all college teachers should belong to one Service, be organised on the basis of work and fitness into tutors, lecturers, assistant professors and professors, and get the same pay but with an extra allowance for Europeans.

83,724 (K). (*Lord Ronaldshay.*) When he said that teachers in private colleges had greater independence, he meant that they practically governed their college.

They had a hand in all the affairs of the college, in purchasing apparatus, making additions to the library, suggesting improvements, &c. Men in the Government colleges had no such freedom. In Government service restrictions were also imposed on men's activities as citizens of the country. For instance, if he were on the staff of a Government college, he could not speak at a meeting on the South African question.

83,724 (L). (*Mr. Biss.*) In some missionary colleges, such as the College of the Scottish Churches, the Europeans received more pay than the Indians. He had never heard of any friction between Europeans and Indians as such in Missionary colleges. Harm would be done to education if most subjects were taught in the vernacular up to the intermediate or possibly the pass B.A. Instruction should be conveyed through the medium of English from the fourth class upwards, which embraced boys of about 12 or 13, but a tutor might use his discretion in employing the vernacular when necessary.

83,725. (*Mr. Gupta.*) Very valuable research work was done by some of the professors without their teaching work being in any way neglected.

83,726. By saying that the barrier between the Imperial and the Provincial Services should be broken down, he did not mean that there should be a free flow of promotion from one service to the other, but there should be one combined service. Professors, assistant professors, lecturers and tutors should all be in one service, although there would be a distinction in the work done. A man without high academic qualifications might start as a tutor, but if he gave evidence of scholarship he should be promoted to a lecturership and ultimately to a professorship.

83,727. In his college there were tutors, not in English alone, but in other subjects also.

(The witness withdrew.)

MAULVI ABDUL KARIM, Assistant Inspector of Schools, Dacca Division.

Written statement relating to the Education Department.

83,728. **(I.) Method of recruitment.**—I do not know whether there is any particular method for recruiting officers for the Educational Service. It is not known whether efforts are made, to the desired extent, to get the best graduates of the English and other European Universities for the Imperial branch of the Educational Service. If there is any service that requires the most judicious selection of officers, it is the Educational Service, on account of the far-reaching consequence of the important and responsible work that has to be done by its members. It is a matter for inquiry whether the manner in which officers are at present selected for the Imperial branch has any way affected its efficiency. People seem to think that there has been perceptible deterioration in respect of the various qualifications that go to make successful educationists. It may be ascertained by proper inquiry how many officers at present in the service are of the stamp of Messrs. Woodrow, Sutcliff, Tawney, Croft, Elliott, Nash, Clarke Gough, and others too numerous to be named, and how far they possess the high academic attainments, enthusiasm for the profession, zeal for the work, devotion to duty, ready accessibility and sympathy for those placed in their charge, which characterised the officers named above and enabled them to win the affection of their pupils and command the esteem and confidence of the public. If officers of this type are rare now, the cause should be found out and necessary remedial measures adopted.

It may be mentioned that natives of Bengal have now made much progress in education, and some of them have greatly distinguished themselves in some of the important branches of learning. A Bose or a Roy or a Seal is well able to hold his own with the alumni of any European University in the particular branch of learning which he has made the subject of his special study and research. Such being the case it is desirable that only such reputed European scholars should be appointed to the Imperial branch of the Educational Service as by their attainments, character and devotion to duty may be in a position to command the respect and regard of the Indian officers with whom they may have to work. Unless their superiority in all these respects is established, an impression may naturally gain ground that it is by virtue of their colour that they occupy their responsible positions to the exclusion of the natives of the country. One reason for appointing European scholars to the Educational Service in India, even if qualified natives of the country are available, seems to be that they are intended to serve as models of a high standard of efficiency worthy of imitation and emulation. Unless this purpose is served, there can be hardly any justification for their appointment if there be, in the field, qualified candidates who are natives of India. Besides, unless the class of European scholars mentioned above is appointed, the prestige of the service cannot but be affected. It is most desirable therefore that an honest attempt should be made in each case to select the best available candidate, and there should be as little of the "colour line" in the Educational Service as possible.

As far as I am aware there is no fixed principle according to which Indian officers of the Provincial Service are selected. I am afraid selection is often made at random. Sometimes officers are appointed by the governing bodies of colleges subject to a nominal confirmation by the Director of Public Instruction, sometimes by promotion from the Subordinate Service, especially in the inspection line. Generally applications are not invited, and perhaps some of the best available men are not given an opportunity to be candidates. It is most desirable that when any vacancy occurs, it should be widely advertised and the best of the candidates selected. Mere success at the M.A. examination should not be the criterion of fitness, but the results of the previous examinations as well as the college certificates regarding conduct and progress should be taken into due consideration. Successful Professors of Colleges under private management, as well as Lecturers in Government Colleges, who are in many cases not in any way inferior to the Professors and do the same work although placed in the Subordinate Service, should be given preference. After their selection the officers should be on probation for a certain period (say two years) during which they should be placed under some successful officers of long experience, and without their favourable reports they should not be confirmed. I need hardly say that too much care cannot be exercised in selecting those who may be said to be the makers of Magistrates, Judges and all other high functionaries in the State, and who are in fact the builders of nations, making or marring their destinies by their responsible work.

There has been, I think, appreciable strengthening of the Professorial staff consisting of Indian officers, though as a body it is not yet as strong as might be desired. But there has been at the same time much deterioration in the staff of school-masters and inspecting officers. It may be ascertained how many head-masters and inspecting officers are there of the type of Babus Ramtanu Lahiri, Durga Kumar Bose, Bhudev Mukherjee, Dinanath Sen and others. It seems the better class of graduates (or rather their remnant after the selection for the Executive and other services) prefer the Professorial line, and the ordinary graduates, who fail to get anything better, enter the Education Department as school-masters and inspecting officers. As it is the school-master who lays the foundation at the most impressionable stage of life and does the ground-work upon which the superstructure is raised, it is most desirable that he should be a gifted man with such taste, temperament and academic attainments as will make him eminently fit for the responsible work entrusted to him. Unless a true estimate is formed of the teaching profession, unless the teacher's responsible work is well understood and his valuable services are properly appreciated and adequately rewarded, sound education cannot make much progress. The first thing necessary is to make the post attractive to him sufficiently raising its pay.

83,729. **(II.) System of training and probation.**—I am not aware whether the members of the Imperial branch of the Educational Service get any training before they enter it. From what is seen of their work in the beginning of their service it seems that like the members of the other branches of the service they do not receive any training worth the name. Until lately there was no arrangement for training members of any branch of the Educational Service. It is a matter of surprise that, although the present educational system has been in operation for about half a century, the necessity of training the officers of the Education Department should not have been thought of so long, while much was done in this direction, during this period, in other countries. Unlike the members of other services, who are not entrusted with any important work until they get well-trained, the officers of the Education Department come to their work, which is perhaps the most responsible, without any training for it. The teaching profession is supposed, it seems, not to need earnest study and painstaking practice to learn it, and a good scholar is presumed to be necessarily a good teacher. University degrees are consequently considered the only requisite qualification of a teacher. Thus one who is a student to-day is found to be a teacher to-morrow, he goes direct from the college bench to the teachers' chair, and subsequently learns what little he can of the art of teaching at the cost of his pupils. Hence there is much waste of time and effort, and much mischief is done to the young minds. I was myself a teacher in the beginning of my service, and although I was thought to be a good teacher and got an extraordinary lift as a reward, I have to confess that I look back with regret to the period when I was a teacher—that my pupils should have suffered on account of my ignorance of the art of teaching and class management. Such being the state of things, the wonder is not that we have got a few good teachers but that we have any at all.

The attention of the authorities has at last been attracted to this great want, and some training colleges have been established. But they are few and far between, and accommodation for only a small number of teachers has been provided in them. The teachers seem to have at last realised that the art of teaching cannot be learnt by intuition, and that in order to be a successful teacher one must learn the art and acquire the skill of communicating effectively his knowledge to others. There has thus been a rush of candidates for admission into the training colleges, but only a few of them could be taken in. If the training goes on at this rate, it will take a long time to train even the existing teachers, not to speak of outsiders who may be desirous of qualifying themselves for the teaching profession. It is desirable, therefore, that arrangements for properly training a sufficient number of teachers should be made as soon as possible. From what has been seen of some of the teachers trained in the existing colleges it seems that the training given there is not quite up to the mark. These institutions should be placed on a highly efficient footing in order to be really useful. A number of schools staffed with some of the most successful teachers may serve as good supplementary training institutions. By turns masters of different schools may be transferred to these institutions and practically learn the work under the guidance of their experienced teachers. Trained teachers, without whom there can be no good education, being the greatest want of the department, no other educational scheme should have preference to that of training teachers. Good teachers should be provided first, and everything else next. If funds required for the purpose be not available, allotments at present made for the provision of buildings and furniture and for strengthening the inspecting staff should be drawn upon. These may be postponed without much harm. It matters little whether boys squat under a *pepul* tree or sit in a marble hall if they do not get proper instruction. Nor can inspection further the cause of education if good teachers are wanting. It is of no use to point out defects and give instructions for remedying them if the teachers are not in a position to carry them out. Inspectors cannot improve schools, unless teachers are able and willing to give effect to their instructions. Measures recently taken for the provision of buildings and furniture and for the appointment of a larger number of inspecting officers before supplying an adequate number of trained teachers and bettering their prospects, seem to have given rise to some misapprehension. Some people have taken an uncharitable view of Government's intention, supposing that the increase in expenditure for education is meant more for show than for really furthering the cause of sound education. Adoption of necessary measures for the supply of an adequate number of good teachers and for improving their prospects will remove any such misapprehension. No teacher or inspector, who may be said to be the teacher of teachers, should go to his work unless and until he receives the requisite training.

A number of teachers should be specially selected and trained for the work of head-masters. Their training should be somewhat different from that of other teachers. The head-master, besides being an efficient teacher, must be a capable administrator and a strict disciplinarian. All teachers cannot be expected to possess all these qualifications. But at present the presumption seems to be that almost every teacher is fit to be a head-master. Seniority regulates promotion, and, as a rule, the senior assistant master, if there is nothing serious against him, is appointed head-master without inquiry as to whether he possesses the special qualifications required for the post. Besides, the pay is far from sufficient. The result has been that the head-masters (barring honourable exceptions) do not possess the requisite qualifications. Have we any head-master like the head-masters of Rugby and Harrow? If not, why not? Cannot the natives of India make as good head-masters as those veteran educationists, even if they get the necessary training and suitable opportunities? These are questions which should engage the serious attention of the authorities as well as of the public. It is of utmost importance that we should have as good head-masters as possible, for these officers and their colleagues hold in their hands the leading-strings of the nation, and may make or mar its future prospects. For these reasons it is most desirable that only those assistant masters who give proof of exceptional administrative ability and teaching capacity should be marked out and specially trained for the posts of head-masters. They should be placed under successful head-masters as assistant head-masters and entrusted with some of the duties of head-masters. If they discharge these duties satisfactorily and give indications of success as head-masters, they should be appointed to that post, otherwise not. As a rule assistant masters should not be appointed head-maters. Exceptional merit, and not seniority alone, should determine elevation to that responsible position. The head-masters of all the important schools should be members of the Provincial Service, or rather of the amalgamated service suggested later on.

It is perhaps the incompetency of the head-masters that has led to a proposal being made for the appointment of European officers of the Imperial branch of the Educational Service as head-masters of the principal schools. For various reasons I do not think this to be desirable. It will not be possible for such officers to realise so fully the wants and requirements of our boys, to understand so thoroughly their ways and manners, and to sympathise so heartily with their weaknesses and aspirations as natives of the country can do. Besides, it is desirable that at the most impressionable stage of their lives boys should be under the guidance of their own countrymen, preferably their own co-religionists, who, without teaching directly, may by way of reference and illustration instil into their minds the necessary moral and religious principles. Naturally they cite from their own history, scriptures and traditions examples and illustrations of what is good and great, and these cannot but have a powerful effect in moulding the character of their pupils. It is, however, necessary that our head-masters should be thoroughly well-grounded in the modern methods of teaching and class management. If their training in India be not considered complete, some of the smart and intelligent Indian teachers may be deputed to Europe for studying the methods of teaching and school management followed in the important educational institutions

there. Nothing should be spared in our attempt to provide our schools with good head-masters.

Like head-masters the Principals of our colleges should be picked men, specially trained for their responsible work. In their case also seniority alone should not determine promotion. Either some exceptionally distinguished scholars, well versed in the art of teaching and management of educational institutions and possessing sufficient tact, sympathy and power of control, should be selected, and after some special training suited to the requirements of this country, during a probationary period, appointed Principals or some of the best Professors, who may possess the requisite qualfications, should be marked out early in their official career and specially trained for the purpose. Such Professors may be appointed Vice-Principals under some of the successful Principals, and entrusted with some of their duties. If they succeed in discharging these duties satisfactorily, they may be promoted to the post of Principal.

Inspecting officers, who have to deal with a much larger number of people than head-masters and Principals, should be selected with very great care and given a thorough training. No officer should be entrusted with the responsible work of inspection until he learns how to do it properly, and unless he possesses exceptional power of discrimination, capacity to command and control and an unimpeachable character, and unless he is tactful, considerate, sympathetic and easily accessible. An Inspector's work may be the heaviest or lightest possible, just as he chooses to make it. He may be so very absorbed in his legitimate work that he may have no time to think much of anything else, or he may take it so lightly as to have ample time for many things more—for shooting, picnicing, hunting coins and inscriptions, searching for zoological curiosities, &c. If an Inspector is to properly inspect schools, carefully scrutinising the records, thoroughly examining the classes, giving useful instructions to teachers, if he is to hear, after his inspection, what the teachers and the boys may have to say, to hold conferences of teachers and the guardians at suitable opportunities, to check the work of his subordinates and to teach them how to inspect schools, in short, if he is to throw himself heart and soul into his legitimate work, where is the time to think of anything else? If, on the other hand, he glances through the records merely with a view to get some figures, walks through the classes putting a question here and a question there, and noting whether the rooms are kept clean and the furniture are in order, dashes off a few lines of remarks embodying statistics rather than criticisms and instructions, declines to meet teachers and refuses to grant interviews to guardians and others, why should he not find time for things for which he may take a fancy? I need hardly say that an inspecting officer should devote all his time, attention and energies to the performance of his legitimate duties. Fitness of an inspecting officer should not be judged merely by his activity in moving about or by his capacity to spend money on educational schemes, nor by his success in archæological and other researches, but by his thorough knowledge of school management and method of teaching and inspection, his whole-hearted devotion to his duties, his capacity to control his subordinates, his experience, character, tact, sympathy and success in winning the esteem and confidence of those with whom he comes in contact. He should be studious and observant, a constant reader of the ever-increasing literature on the subject of the art of teaching, so that he may be able to keep himself quite abreast of the times. Formerly no one was appointed an Inspector of Schools until he had been in the country for a sufficient length of time, got acquainted with the ways and manners of the people, and proved his capacity as a successful teacher and strong administrator. It was only the most successful Principals and Professors who were appointed Inspectors. Messrs. Woodrow, Croft, Ballet, Martin, Garret, Wilson, Pope, Hill and others had long been in the country and had made their mark in the service before they were appointed Inspectors. To have a distinguished Principal like Mr. (now Sir Alfred) Croft or Mr. Pope as Inspector of Schools would perhaps be thought now a ridiculous idea. Young graduates are now directly appointed Inspectors of Schools. On their arrival in India they are attached for a month or two to the office of the Director of Public Instruction or an Inspector of Schools, during which period their training is presumed to be finished, and then they are put in charge of Divisions. Unsuccessful Professors are also sometimes appointed Inspectors. It is not known what necessitated this change in the method of appointing Inspectors. Perhaps those who prove successful Principals and Professors cannot now be spared, as it is found difficult to fill their places by competent persons. The fact that when young officers (*e.g.*, J. R. Cunningham and Findlay Shirras) are found to possess exceptional ability they are at once taken to some prize posts, which were filled up before by officers of long standing, tends to show that there is perhaps a dearth of capable officers in the department. It should be ascertained by inquiry what has been the effect of this change in the method of appointing Inspectors. People seem to think that the method now being followed in selecting Principals of Colleges, Inspectors of Schools and Directors of Public Instruction is detrimental to the interests of education in this country. It should be considered whether it is not desirable that the old practice of appointing distinguished Principals and Professors as Inspectors and selecting the Director of Public Instruction from among the most capable of them, should not be reverted to. In the case of Indian officers also only the most capable among them should be appointed Inspectors. The result of seniority being considered the principal condition of elevation to the post of Inspector of Schools has sometimes been that an officer, who did not prove quite a success even as a Deputy Inspector, came to be appointed an Inspector.

I need hardly say that female education has made very little progress in this country. Although the present educational system has been in operation for about half a century only a very small percentage of female population of school-going age are under instruction and the majority of those who are at school, belong to the primary stage. If progress is to be made at this regrettably slow rate it will take, I am afraid, centuries to get the females of this country educated to the desired extent. It is an admitted fact that man is, to a great extent, what woman makes him and that educated mothers mean educated children and educated children mean an educated nation. Such being the case it is most desirable that those who wish the country well should bestir themselves in this direction.

For some time special steps are being taken by the Education Department for the spread of female education. But I am afraid the chief want—an adequate supply of competent female teachers—has not received due attention up to this time. The appointment of a number of ladies possessing high academic attainments as Inspectresses and Assistant Inspectresses of schools does not seem to be very necessary for the present. There are not many girls' schools that require inspection by higher inspecting officers. The number of high and Middle English schools for girls is very small and that of primary schools is not large. Officers of a lower rank may well manage to inspect most of the existing institutions. The number of Inspectors of schools was at first small, the area in their jurisdiction being very large. It was only when the number of high and Middle English schools sufficiently increased that the contraction of the area under their inspection was thought necessary. To appoint a number of high inspecting officers before the establishment of a sufficient number of schools imparting higher instruction, is perhaps to begin at the wrong end. Inspecting officers rarely succeed in getting new schools established, though they can easily kill old onces. It is Indian officers who have ready access to the people, can talk freely with them and can convince them of the necessity of educational institutions, who sometimes succeed in inducing people to open new schools. The appointment of educated Indian ladies, who know the real requirements of their countrywomen, and not that of European ladies, is therefore likely to further the cause of female education in this country.

Female education should be such as to meet the requirements of a nation. Higher education is per-

haps not the ideal education for Indian girls, who should be thoroughly well-grounded in such subjects as may be essentially necessary for them after they leave schools. A thorough knowledge of the three R's, of hygiene, sewing, cooking and care of infants, is far more useful to them than a university degree which, in some cases, proves to be a mere academic accomplishment. The education of our girls should develop their womanly nature and aptitude so as to make them good wives and good mothers. Who can give such education and see that it is properly given? There can be one answer to this—educated Indian ladies.

For the reasons stated above I do not think it is necessary, at the present stage of female education in the country, to appoint to any large extent, higher inspecting officers for the inspection of girls' schools, which are inspected also by the male inspecting officers. Some of these schools, situated at important stations, are perhaps being over-inspected at present. Before these schools fully recover from the dislocation of their usual work caused by one inspection, another inspection takes place. In my humble opinion the money available for female education should be chiefly devoted, for the present, to the training of female teachers and to the establishment of girls' schools, their efficient staffing, suitable housing and adequate equipment. Like Sub-Inspectors and Deputy Inspectors for the inspection of boys' schools a number of female inspecting officers of lower rank may be appointed for the inspection of girls' schools. Besides, female itinerant teachers, like the male itinerant teachers we had before for backward localities, may be much useful in spreading female education. Supply of an adequate number of competent female teachers is, I think, far more necessary for the present than the appointment of higher inspecting officers.

There are not many highly educated Indian ladies. It is most desirable that the few there are, should be given every possible encouragement. This, I am afraid, is not always done. Miss Das, after taking the B.A. degree, had been to England and got special training there. I think she is well-qualified for a responsible post such as that of an Inspectress of schools or Lady Principal of a college. But she has not got any such post. In spite of her university degree and European training, not to speak of her intimate acquaintance with the manners and customs of the country and thorough knowledge of the language through the medium of which instruction is imparted in girls' schools in Bengal, she has been appointed an Assistant Inspectress of schools, while some European ladies with no university degree, no knowledge of the language, manners, and customs of the people, have been appointed Inspectresses of schools, and a Parsi lady of another presidency has been appointed, on higher pay, head of an important female school. These ladies, when they first assume office, have to take the help of interpreters in their conversation with those whose work they have to test. Instances such as that of Miss Das cannot but be discouraging to the Indian ladies who may think of entering the Educational Service and prove detrimental to the cause of female education. As I have said before the money available for female education should be chiefly devoted, for some time to come, to the training of female teachers and inspecting officers and to the establishment of girls' schools. Qualified Indian ladies when available should be appointed inspecting officers and heads of important institutions for the education of girls, so that people might not think (I have heard this talked about) that these posts have been created for the provision of ladies other than Indian. There are several Indian lady graduates (one of them, Miss Guha, headed the list of successful candidates at the last M.A. Examination in English of the Calcutta University) who may be trained for responsible posts and, if necessary, deputed to Europe for special training.

I have written at some length on the training of educational officers for some particular reasons. Important changes are now taking place all round. The old and, in some respect, unscientific curricula of studies for different stages of instruction have been recently changed after much investigation and careful deliberation; a better system of examination intended to be a searching test of knowledge has been introduced, steps are being taken to replace the mechanical method of teaching which feeds the mind with facts that cannot be easily digested and greatly taxes the memory, by an intelligent method calculated to harmoniously develop the intellectual faculties. Besides, Residential Universities are going to be established. But these changes, however salutary, cannot avail much unless the teachers and Inspectors are in a position to give effect to them.

At a critical time like this, when some of the students seem to be getting out of hand and when measures are likely to be misjudged and motives misconstrued, exceptional tact and caution have to be exercised by the educational officers. Any ill-advised measure or hasty action on their part may create a situation which may be difficult to save. The teachers can do much to improve the present state of things, as no great moral or intellectual change in the country can take place unless it is brought about by them. It is essentially necessary, therefore, that all possible steps should be taken to staff the educational institutions with the most efficient, tactful and sympathetic teachers. Tactless, suspicious, unsympathetic and over-sensitive men, who are prone to take an uncharitable view of things, may aggravate the situation by their hasty and thoughtless action.

The success of the proposed Residential Universities chiefly depends upon the appointment of an efficient staff of Professors. The educational institutions in this country have all along been of the residential type, the close association of pupils and professors being considered essential both for progress in learning and formation of character. The distinguished Professors of old were not only reputed scholars, but also exceptionally pious men, who by their character and conduct could influence the rising generation. If the proposal for the establishment of Residential Universities has not met with an enthusiastic reception in India, it is because the people have misgivings as to the kind of Professors by whom they will be staffed. Naturally parents desire that the education of their children should not interfere with their manners and customs, usage and traditions. It is thought that there may be risk in this respect in the close association of Indian boys with European Professors. From what I heard of the late Mr. Beck and saw of Mr Arnold at Aligarh, I have reason to think that European Professors may accommodate themselves to local circumstances and meet the requirements if they so desire. Popularity of the Missionary colleges, in spite of the teaching of Christian religion, is due largely to the great interest taken by their Professors in the welfare of their pupils and to the careful deference shown by them to the manners and customs of the country. The existing relation of the college staff with their pupils perhaps leaves much to be desired. To ensure the popularity of the proposed Universities it will have to be improved to an appreciable extent. It should be seen if something can be done in this direction. Perhaps the establishment of an institution at which European Professors may be on deputation for some time in the beginning of their service in order to get acquainted with the manners and customs of the people with whom they will have to come in constant contact, and, if possible, to learn their language, will be a move in the right direction. Moreover, in order to have an Indian atmosphere, a sufficient number of distinguished Indian scholars should be appointed to some of the important posts and the charge of hostels should be in their hands.

Probation.—Some of the officers of the Education Department are appointed on probation. Perhaps this is rather a matter of formality. It is desirable that every officer, when newly appointed to a post, should be on probation for some time, say for two years, and he should not be confirmed until he proves his fitness by satisfactory discharge of his duties. If it is found that an officer, instead of doing his work honestly and conscientiously, tries to gain favour and popularity by tampering with principles or pandering to prejudices, he should not be retained in any responsible post. It should be seen that educational officers, who have to develop the intelligence and form the character of future generations of men and

women and on whose good work the progress of the country mainly depends, realise the gravity of their situation, and are animated by a high sense of duty and actuated by a solemn sense of responsibility.

83,730. **(III.) and (IV.) Conditions of service and salary.**—The good of our boys, the well-being of society, the interests of Government and the mental and moral progress of the country require that our educational institutions should be under the guidance of the best and the wisest scholars. But when so many paths of wealth and emoluments are open, the best minds cannot be won to an office so responsible and laborious as that of teaching without sufficient inducements. The cost of living is gradually rising, and the spirit of self-denial and self-sacrifice, which characterised the teachers of old, whose motto was "plain living and high thinking," is disappearing. Instances such as that of a Gokhale, with all the advantages of a towering genius, serving his college on a very moderate salary for eighteen long years, is very rare.

It would be superfluous to say that the educational officers are not adequately paid like the members of other services. Consequently those who can manage to enter other services do not care to come to the Education Department, and even some of those who, failing to get anything better, accept appointments in our schools and colleges, look upon the teacher's post as a stepping-stone to something better or as a halting-place for preparation for the Bar. After serving for some time when they learn something of the art of teaching and begin to be really useful, they betake themselves to other posts or professions that offer better pay and prospects. It is a matter for inquiry how many officers left the Educational Service after having joined it, and why. It need hardly be said that it is most desirable that the salary of the educational officers should be raised, and their prospects bettered.

If the existing emoluments fail to attract distinguished graduates from the European Universities, I think there can be no objection to these being raised. As will be shown later on there are reasons for which, I think, the Indian and the Provincial Educational Services should be amalgamated into one service, which may consist of two classes of posts, viz.—(*a*) posts carrying full salary and (*b*) posts carrying 60 per cent. of the full salary. A certain proportion of the full salaried posts (say one-fourth) should be reserved for distinguished Indian scholars, whether educated in Europe or in India. As a rule, exceptionally meritorious officers should be appointed to the posts so reserved. None but the natives of the country should be appointed to the posts carrying lower salary. The proposed scheme may be worked on a plan similar to the one given below .

The initial pay of the full salaried posts should be Rs. 500 rising to Rs. 1,000 in ten years by an annual increment of Rs. 50, and the initial pay of posts carrying lower salary should be Rs. 300 rising to Rs. 600 in 10 years by an annual increment of Rs. 30. Two-thirds of both classes of posts may be included in a time-scale, and one-third constituted into a graded service, which the officers may enter on completing ten years' service.

The graded service may be as follows:—

Grade.	Full Salary.		Lower Salary.	
	Number of posts.	Salary.	Number of posts.	Salary.
		Rs.		Rs.
V	6	1,200	18	720
IV	6	1,400	18	840
III	5	1,600	15	960
II	2	1,800	6	1,080
I	1	2,000	3	1,200

Promotion to the graded list should be regulated by merit, and not by seniority.

83,731. **(V.) and (VI.) Conditions of leave and pension.**—I have no particular suggestion to offer under these heads, except the following. The period of furlough allowed to an officer during his whole service may be extended to two years and-a-half (*i.e.*, one month in a year), the first instalment being due after six years' service, and the interval between two instalments may be three years instead of eight years, as at present.

83,732. **(VII.) Such limitations as exist in the employment of non-Europeans, and the working of the existing system of division of services into Imperial and Provincial.**—In most of the other important services qualified natives of India are being gradually appointed to high posts to which they were never admitted before. Not to speak of other appointments, qualified Indians are being appointed members of even His Majesty's Privy Council and of the Secretary of State's Council in England and Executive Councils in India. But by a strange irony of fate Indian members of the Educational Service are not only not getting any fresh concessions, but are being gradually deprived of what they all along enjoyed since the creation of the Department of Education. At first there was only one superior service to which qualified natives of India, such as Babus Prasannakumar Sarbadhikary, Bhudev, Mukherjee and others, were freely admitted. When a larger number of Indians began to qualify themselves for the superior service, it was ruled that the pay of the Indian members of that service would be two-thirds of the full pay drawn by its European members. Some deserving Indians, whose qualifications were even superior to those of some of their colleagues, thus suffered by the introduction of this rule. Some time after a Provincial Service was organised, and Indians educated in Europe were included in it. Distinguished Indian graduates of European Universities were thus practically debarred from getting into the Indian Service. One of the rules of the reorganisation scheme affected much those members of the service who had been educated in India. It was ruled that those who possessed European qualifications should not only begin with a higher salary, but also get a grade promotion every three years. Although the great hardship that this rule entailed on those affected was repeatedly pointed out, the rule was not cancelled for some years until a number of officers with excellent record of service found themselves superseded for no fault of theirs. A second reorganisation of the Provincial Service took place some years later, but this has hardly improved the prospects of the officers, and distinguished scholars feel much hesitation in entering the service.

The Education Commission after much investigation had come to the conclusion that a fair proportion of the Inspectorates and Principalships should be held by Indians of approved merit, and it was in pursuance of this policy that four out of seven posts of Inspectors and five out of eight posts of Principals were at one time held by distinguished Indians. It is not known why all on a sudden it was decided that no member of the Provincial Service, however high his attainments and satisfactory his record of services might be, was to be appointed any longer to the post of Divisional Inspector of Schools—a post which was held by several Indian officers with much credit, as will be testified to, it is hoped, by successive Directors of Public Instruction (Sir Alfred Croft, Dr. Martin and Sir Alexander Pedler). To the utter surprise of all concerned a retrospective effect was given to this rule, and members of the Provincial Service who had been already Inspectors of Schools were replaced by members of the Indian Service. This is perhaps unprecedented in the history of the services. When a rule like this comes into force, it applies only to future appointments and not to appointments made in the past. If it is ruled that natives of India are no longer to be appointed High Court Judges, will those who are already on the Bench be replaced? This was actually done in the case of Indian Inspectors.

It is not only from the post of Divisional Inspectors, but also from some other posts which they might have held with advantage to the public service as well as to themselves, that the members of the Provincial Service have been excluded. A native of India may be a member of an Executive Council on a salary of Rs. 5,000 a month, but he cannot be an Assistant Director of Public Instruction on Rs. 500 a month, however well-qualified he may be for it. For a short time Babu Isan Chandra Ghosh acted as an Assistant Director of Public Instruction, and, if my information is correct, he performed his duties satisactorily as any other incumbent, and Government too seems to

have recognized his services by conferring upon him the title of Rai Saheb. If opportunities were given, perhaps other officers would have done equally good or better work.

Had not the post of Principal of the Calcutta Madrasah been reserved for Europeans, qualified natives of India might have held it like the Principalship of the Sanskrit College. Distinguished Arabic scholars like Messrs. Springer, Lees and Blochman held, from time to time, the post of the Principal of the Madrasah. When such men became rare, the post might have been thrown open to the qualified natives of India as was done in the case of the Sanskrit College. But this has not yet been done, and the result has been that some of those who recently held the post did not possess the requisite qualifications. Dr. Hoernle was a reputed Sanskrit scholar, and he might have well adorned the chair of Principal of a Sanskrit college, but he long held the post of Principal of an Arabic college, although he knew nothing of Arabic. Others, such as Messrs. Hill, Rowe, James and Chapman, who held the post from time to time, had perhaps no pretension to a knowledge of any Oriental language. Lately, after a good deal of search for a competent man, a Hebrew scholar has been appointed Principal of the Madrasah, who, for want of knowledge of Urdu and Persian, has to talk with his pupils and Professors, if my information is correct, through the medium of an interpreter.

On repeated representation from the Muhammadan community the post of an Assistant Director of Public Instruction for Muhammadan Education has been created. This also has been reserved for the members of the Indian Service. If my information is correct, the post had to go a-begging for some time; failing to get the services of an Oriental scholar like Dr. Ross, who knows the requirements of the Muhammadan community, the post was offered to some members of the Indian Service who did not see their way to accept it. At last an officer has been appointed to the post, the principal duty of which, I understand, is to inspect *maktabs* and *madrasahs* and to take steps for the furtherance of Muhammadan education. As far as I am aware this officer has been in the country for a short time, during which he had little to do with the Muhammadans and the complicated problem of their education. Perhaps he is not even acquainted with the alphabets of Urdu, Persian and Arabic languages, through the medium of which instruction is imparted in *maktabs* and *madrasahs*, which it will be his duty to reorganise. It would be superfluous to multiply instances, and most unpleasant to comment on them. Suffice it to say that the members of the Provincial Service have a long tale of grievances to tell. The sooner these grievances are removed, the better. What can be more discouraging and disappointing to the members of a service than what has been stated above? It is almost impossible with such grievances as these always in their mind to work with heart.

It is desirable that the Indian and the Provincial branches of the Educational Service should be amalgamated into one service. When the Educational Services were reorganised in 1896, it was explained that there was no difference between the two branches of the service, except as regards the place of recruitment. It was this principle of equality which led to the reservation in Bengal of five Principalships of colleges and four Divisional Inspectorships exclusively for the members of the Provincial Service, as Principals respectively of the Sibpur Engineering and the Cuttack Ravenshaw Colleges, where some Professors are members of the Indian Service, confirmed this principle of equality. In practice, however, the Provincial Service has now come to be regarded as a subordinate Service, the latest recruit in the Indian Service being treated, in many cases, as senior to the most senior officer in the Provincial Service. As a consequence of this an impression seems to be gaining ground that it is rather a matter of colour than of efficiency, for, in some cases, efficiency has to be sacrificed on this account. It may be inquired how some of the Divisional Inspectors, with no experience of the work entrusted to them, unacquainted with the manners and customs of the people, and ignorant of the languages through the medium of which instruction is imparted in most of the schools, discharge their duties in the beginning of their service, while a veteran with the experience of a quarter of a century has to play the second fiddle as an Additional Inspector. When a post is reserved for any particular service, it has to be filled up, as shown in the case of Principal of the Calcutta Madrasah and the Special Assistant Director for Muhammadan Education, by one of its members, even if there be no duly qualified officer.

The distinction between the Indian and Provincial branches of the Educational Service seems to have been based on an analogy of the distinction between the Indian Civil Service and the Provincial Executive and Judicial Services. But the conditions of these services are altogether different. While the officers of the two branches of the Educational Service work side by side either as College Professors or as Inspectors, have the same designation and have similar duties to perform, the members of the Executive and Judicial Provincial Services have not the same designation as the members of the Indian Civil Service, and have altogether subordinate duties assigned to them. Besides, in the matter of academic attainments the members of the Provincial Educational Service have in many cases equivalent, identical, and in some cases even superior, qualifications as compared with those of the Indian Service generally. Such being the case, it is desirable that the two branches of the service should be amalgamated into one, and classified as shown under the heading "Conditions of salary." This will give effect to the principle of equality enunciated by Government, and leave no room for any deviation in practice. No one, whether European or Indian, should be appointed to a post unless he is eminently fit for it.

83,733. If I have expressed myself rather strongly regarding certain matters, it is because I feel very keenly about them. Besides, perhaps it would not have been proper to refrain from stating fully and frankly all acts which, I think, it is the object of the Commission to elicit.

MAULVI ABDUL KARIM called and examined.

83,734. (*Chairman.*) The witness was in the Provincial Service in the position of 2nd Inspector of Schools in the Dacca Division, but was now on furlough. The 2nd Inspector was next to the Divisional Inspector, who was in charge of the whole division. He had two districts under him, and had to inspect all the high schools and middle schools, and check the work of the Deputy and Sub-Inspectors, who had to inspect the primary schools. The Inspector might pay flying visits to see how things were going, but otherwise would not interfere.

83,735. Owing to the reservation of posts of Inspectors for members of the Indian Educational Service, members of the Provincial Service had been replaced by members of the Indian Educational Service. There were three cases of that kind.

83,736. The Calcutta Madrassah was a Government institution with two departments, one an Oriental department teaching Arabic and Persian up to a standard corresponding to the M.A. standard of the Calcutta University, and the other teaching up to the Matriculation standard in English. It was a purely Muhammadan institution. He objected to certain undesirable appointments of the Principal which had been made to the Madrassah.

83,737. The work and responsibility of an Assistant Inspector was certainly not as great as that of the Divisional Inspector, as the former occupied a subordinate position and could do nothing on his own initiative. Still the Assistant Inspector should be in the same service, and be recruited in the same manner as the Inspector. For appointments to Inspectorships he would have promotion either of Assistant Inspectors who had distinguished themselves in their work, or of Headmasters of High schools and Training schools. Work in a school formed a good preliminary training for an Inspector.

83,738. Muhammadan education had made appreciable progress during the last decade on account of the steps taken by the Government to appoint

Muhammadans to the Educational Service. Two circulars had been issued by Government with regard to the appointment of Deputy Inspectors and Sub-Inspectors and of teachers in schools. A percentage of Sub-Inspectors had been fixed according to population, and there was now a fairly large number of Muhammadan Sub-Inspectors, and he did not think the Muhammadan community could claim more. There were also a number of Muhammadans acting as Deputy Inspectors, but the number of Muhammadan teachers was most insufficient. This, however, was not the fault of the Government. The standard of efficiency had to be maintained, and qualified Muhammadan candidates were not always available; if they were, Government was quite ready to offer them posts in the zilla schools. The parents of Muhammadan boys, as a rule, were very poor, and could not afford to live at important stations, and therefore the want of hostels was being very keenly felt. Their poverty also affected the question of fees and scholarships. Something had been done by Government in that direction, but not to the desired extent.

83,739. At the present time the Deputy Inspectors were in the subordinate service. There was now one District Deputy Inspector and several Sub-divisional Deputy Inspectors. There was a proposal to replace the District Deputy Inspector by an Assistant Inspector from the Provincial Service. If that was done, Deputy Inspectors need not come into the Provincial Service. The District Deputy Inspector had far more responsible duties assigned to him than the Sub-divisional Deputy Inspector. The Deputy Inspector was not really subordinate to the Assistant Inspector, who simply carried out the orders of the Inspector. The Assistant Inspector was practically an intermediary between the Inspector and the Deputy Inspector, and he sometimes inspected high schools under the order of the Inspector. Deputy Inspectors as a class did not inspect English schools, but only vernacular schools, whereas Assistant Inspectors inspected both English and vernacular schools.

83,740. It was the practice in the province for the girls' schools to be inspected both by the Inspectress and the Inspector. Formerly they were inspected only by Inspectors, but now that female Inspectors had been appointed, both inspected the schools and he did not think that was necessary. The inspection by Inspectresses was sufficient, but the number of appointments of lower rank needed to be increased. He laid stress on the point that energy should be directed towards the training of more teachers rather than to the increase of Inspectors, as the crying want of the schools at present was for competent teachers.

83,741. (*Sir Theodore Morison.*) There was a sufficient number of ladies who were willing to take up the work of Inspectresses, but amongst them were very few Moslem ladies. Moslem ladies, however, were taking up work in primary schools. Most Inspectresses were Brahmo and Indian Christian ladies. It was not so much educated women as trained women that were required. He did not know any Government school for training women teachers.

83,742. (*Mr. Gokhale.*) The witness disapproved of the present method of bringing young men out from England and appointing them Inspectors; he preferred the old method of recruiting from men who had gained considerable experience of the country and the students as Professors or Principals of colleges. When a young officer came from England, he was attached to some office for two or three months and was then appointed Inspector, so that he knew nothing of the teachers and students in the high schools which he would have to inspect. He had also to deal with a large number of middle and primary schools, for which his knowledge of the vernacular was not sufficient, although it was possible to get a fair knowledge of the language in a year or two. It would be a very exceptional thing for an Inspector in the second or third year of his service to inspect from 300 to 500 primary schools in a year. For the inspection of primary schools a knowledge of the vernacular was absolutely essential, and unless European officers possessed that knowledge their inspection was not inspection at all, and they had to depend on their subordinates accompanying them to the school.

83,743. The witness was dissatisfied with the present level of Headmasters, and thought the standard had fallen, owing to the fact that the pay had been lowered and the cost of living had gone up a great deal. At one time there was a dearth of capable Indians to take charge of high schools, and European Headmasters were appointed, but as the number of qualified Indians increased they were replaced. The salary of the Headmaster came to be gradually reduced.

83,744. (*Mr. Sly.*) To some extent Professors might be appointed as Inspectors of schools, as there were men on the professorial staff who had a taste for inspection, and it would be an advantage to have them. The most successful Inspectors in the past were all distinguished Professors and Principals of colleges. Very good recruits to the service should go to the college or school staffs, and afterwards be transferred to the Inspector's staff.

83,745. There should be one service, in which the pay should be the same, with an allowance to Europeans for coming to India, provided distinguished men were procured. The fact that Indians were paid less than Europeans was felt keenly by the service. To that extent he would modify his written suggestion that Indians should be paid 60 per cent. of the Europeans' salaries. He was now prepared to say that there should be no distinction in pay, but that a foreign service allowance should be given to Europeans. He did not wish all Europeans to be recruited at the bottom of the service, as very distinguished men might come in at the middle or even at the top. He did not think it was desirable to have Europeans as Headmasters of high schools, except in some special schools for the training of assistant masters.

83,746. (*Mr. Fisher.*) The witness desired to see the Headmasters of all important schools placed in the higher service, and he would consider as important schools all collegiate and zilla schools. Schools which were not situated at headquarters of districts were not so important. There would be as many important Government schools in Bengal as there were districts.

83,747. One of the reasons for the deterioration of the staff of the schools was that masters had been generally appointed to preside over schools in order of seniority. He proposed to remedy this by selecting meritorious undermasters, and giving them a special course of training under good Headmasters.

83,748. (*Mr. Madge.*) The best course for training Headmasters was to place undermasters under successful Headmasters as assistants. Some might be sent to training schools, but he did not think that was the best method.

83,749. There was nothing in the Indian schools corresponding to pupil teachers, and it might be an excellent thing to introduce the system of pupil teachers into India.

83,750. His information about Indian and European Professors was derived from his three sons and a nephew, all of whom had taken degrees in important colleges in Bengal. He gathered from their report that boys as a rule were not so well treated by English Professors as by Indian Professors. For example, if a book was inadvertently dropped by a boy in the class-room, he was at once ordered out by some English Professors and sent away from the class during the lecture. It was also said there were two rooms in the Government colleges, one for the Principal and one for the Professors, but in some colleges the European Professors would never go to the common room but would congregate in the Principal's room and avoid mixing with Indian Professors and Indian boys. In another college there were two rooms, one for Indian Professors and another for European Professors. Those things were taken note of both by the Indian Professors and the pupils, and the want of common courtesy was keenly felt.

83,751. (*Mr. Abdur Rahim.*) English education was not spreading amongst Muhammadan ladies, but vernacular education was making progress, and to that progress Maktabs and girls' schools had contributed to some extent. There were no purely Muhammadan girls' schools. In some of the Maktabs the Koran and a little Bengali was taught, but these institutions were not recognised by the department as regular schools. A private institution had been established by a lady, but it had been in existence

too short a time to say whether it would be successful or not. There was no training school for training Muhammadan women teachers. In Eastern Bengal there was a liberal system of grants to Maktabs and Madrassahs for Muhammadan education, but Western Bengal was rather behindhand in that direction. That was due to the fact that, after the partition of Bengal, Muhammadan education in Eastern Bengal received greater attention from the Government.

83,752. Since the appointment of the Assistant Director for Muhammadan education, two Muhammadan Assistant Inspectors had been dispensed with in Western Bengal with a consequent loss to Muhammadan education, and he recommended that the two posts should be restored.

83,753. There was no need for three head officers in the Calcutta Madrassah. Either the Headmaster or the Principal might be dispensed with, but he thought the Muhammadan community would object to dispensing with the Principal as it would reduce the prestige of the Madrassah. What was required was the right man in the right place, and that was not the case at present.

83,754. (*Mr. Biss.*) There was no distinction between an Additional Inspector and a Second Inspector. The Additional Inspector was not subordinate to the Divisional Inspector.

83,755. English Inspectors on recruitment might be attached to a school for some time, or placed under an Inspector for at least a year. The fact that that had not been done might be due to the shortness of officers. The service was not getting the class of men it used to get.

83,756. With reference to his statement with regard to the relations between European and Indian Professors, the witness agreed that there were many ways in which the habits of Europeans and Indians differed, as, for example, Europeans and Indians could not in all cases take lunch in the same room. There might be reasons why different rooms were used by the two races, but the fact remained that in other colleges such things as he had mentioned did not occur.

83,757. (*Mr. Gupta.*) There were three Assistant Directors of Public Instruction at present, all belonging to the Indian Educational Service, and it would be useful to have an Indian officer occupying one of the posts. At one time an Indian held the post of Additional Assistant Director which was created on the understanding that it would be filled up by a member of the Provincial Service, but later the post was abolished. When the two provinces were amalgamated into one the post was re-created, but it was filled by a member of the Indian Educational Service.

(The witness withdrew.)

At Calcutta, Friday, 19th December, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
ABDUR RAHIM, ESQ.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.
JAMES RAMSAY MACDONALD, ESQ., M.P.

and the following Assistant Commissioners:—

E. E. BISS, ESQ., Principal, Secondary Training College, Dacca.
JOGENDRA NATH DAS GUPTA, ESQ., Presidency College, Calcutta.
F. B. WILKINS, ESQ., Inspector of Schools, Surma Valley and Hill Districts Circle.
SRIJUT DURGA DHAR BARKATAKI, Special Assistant to the Director of Public Instruction, Assam.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

H. A. STARK, ESQ., Officiating Inspector of Schools, Burdwan Division.

Written Statement relating to the Education Department.

83,758. **(I.) Method of recruitment.**—Inasmuch as the Provincial Educational Service provides officers for a variety of appointments in which different qualifications are in requisition, it does not seem that any improvement can be made in the procedure by which *outsiders* are recruited into its grades. The admission into the Provincial Educational Service of men in the senior grades of the Subordinate Educational Service has not been of advantage to the former service, for it has introduced into that service men who would not originally have been accepted. Their long service does not appreciably alter the quality of their professional skill or educational attainments.

The general policy of Government is to reserve a proportion of appointments in the Subordinate and Lower Subordinate Educational Services for Muhammadans. The policy may be extended to the Provincial Educational Service, and be applied also to the Anglo-Indian community—a community that is fast disappearing from the Educational Services. Anglo-Indians of worth would render useful service to the State as Headmasters of high schools, and as Assistant Inspectors of Schools. The Provincial Educational Service might be thrown open to Headmasters of all Government high schools

83,759. **(III.) and (IV.) Conditions of service and salary.**—The Government of India's Resolution on Indian Educational Policy, 1904, makes the following statement:—"India is entitled to ask for the highest intellect and culture that either English or Indian seats of learning can furnish for her needs." This every one will readily admit; but so long as the Provincial Educational Service is branded as inferior to the Indian Educational Service; so long as its initial and maximum salaries are lower than those of some other Provincial Services, and so long as promotion in it is dependent upon the death or retirement of senior men—so long will the "highest intellect and culture" of India abstain from willingly entering the Provincial Educational Service.

When the Indian and Provincial Educational Services were first created, it was not intended that the Provincial Educational Service should be a service inferior to the Indian Educational Service. It was plainly stated that the Educational Services were to be two in number—the superior and the subordinate, and that the superior was to be in two branches—the Indian to be recruited from abroad, and the Provincial

to be recruited locally. The higher scale of pay in the Indian Educational Service, the reservation of certain responsible posts to members of that service, and the allowance of Rs. 100 a month to Provincial officers acting for Indian officers, have combined to cause the Provincial Educational Service to be regarded as a service inferior to the Indian Educational Service.

Again, in the Provincial Executive Service the initial salary is Rs. 250 and the maximum salary is Rs. 800, against Rs. 200 and Rs. 700 respectively in the Provincial Educational Service. It is not suggested that the salaries scheduled for the Provincial Educational Service are sufficient; but it is emphasised that so long as the Provincial Educational Service is paid according to the existing scale, "the highest intellect and culture" of the land will not be attracted to it. It is all-important that it should.

Further, so long as promotions depend upon the death or retirement of senior officers, promotion cannot be calculated on; and many men are superannuated before they have risen to the higher grades. In addition to this, promotion is extremely slow. My promotions have come to me in turn, and in a service of 18½ years, I have had only three promotions. How the present rules for promotion may work out is well illustrated in my own case, which is for this reason set forth in the following tabular statement:—

Officer.	Pay before the Provincial Educational Service was established, 1895.	Pay on 1st April, 1902.	Present pay.
	Rs.	Rs.	Rs.
Shaw	300	500	700
Ibrahim	300	400	600
Stark	300	300	600
Ray	250	500	700
Das Gupta ...	250	500	700
Mallik	250	400	600
Chatterji ...	250	400	600
Ghosh	250	400	600
Walford	—	500	600

During the last 13 years (with but two breaks of nine months each) I have been in appointments now reserved to the Indian Educational Service, viz., Officiating Principal of the Calcutta Madrasah, Inspector of Schools in the Orissa, Chota Nagpur and Burdwan Divisions, Inspector of European Schools, and Second Assistant Director of Public Instruction. My gravitation to the bottom of the list is entirely due to the automatic operation of the rules under which the Provincial Education Department was organized; and although successive Directors of Public Instruction have been genuinely desirous of intervening, it was beyond their competency to arrest my fall. In stating these facts I have no intention of airing a personal grievance, but my experience and that of Khan Muhammad Ibrahim Bahadur supply striking examples of the unfavourable conditions of service and salary in the Provincial Educational Service.

83,760. **(II.) System of training and probation.**—The usual practice is to admit a man into the Provincial Educational Service on six months' probation. There would be no objection to the probationary period being extended to one year.

There is no actual provision for the professional training of men recruited to the Provincial Educational Service. In the case of officers promoted into it from the Subordinate Educational Service, it is assumed that the experience they have gained during prolonged connection with the latter service may pass for training received. In a large number of instances this presumption is not justified by facts.

The despatch of the Secretary of State for India, No. 146, dated the 28th November 1902, as amplified by his despatch No. 86 Public, dated the 10th June 1904, encourages the deputation of Professors and Inspectors in the Provincial Educational Service to Europe for short periods of "further studies" so that they may keep abreast of the times. Some Professors the service have had the benefit of deputations. lthough it is the express wish of the Secretary for India that in the matter of deputation her studies" preference should be given to Inspectors over Professors, it has to be stated that the only Inspector who offered his furlough for employment in the study of elementary education in England had his application for deputation rejected, and that although his case was most strongly supported by the Director of Public Instruction, Bengal. It should be added that the discouragement he received from the Government of Bengal did not prevent his proceeding to England, and there with the aid of a letter of introduction from the Government of India to the Secretary of State for India, securing to himself, at his own expense, that inspectorial training which has been prescribed for Inspectors of Schools recruited into the Indian Educational Service. It would be of advantage to education in Bengal if the Government made it easy for selected Provincial Educational officers to receive a measure of training in Great Britain.

83,761. **(VII.) The division of services into Imperial and Provincial.**—When the Imperial (Indian) and Provincial Educational Services were created, *place of recruitment* was made the dividing line. The former was to be recruited in Europe, and was thus in spirit to be reserved to Europeans. The Provincial Service was to be recruited in India, and was thus in spirit to be reserved to Indians. Contrary to the original intention, Europeans while in India have been appointed to the Indian Educational Service, and to the Provincial Service by recruitment both in England and in India. Under a recent ruling of the Secretary of State for India no non-Statutory Native of India may now be appointed to the Provincial Educational Service, but the ruling came too late to undo the injury that had already been done to the prospects of Indians in that Service. It will thus be seen that the theoretical line of separation between the Indian and the Provincial Educational Service has been shifted to suit the exigencies of the moment; but it has never been moved for the recruitment of the Indian Educational Service by an Indian in India. Except one blinks facts, it must be admitted that the existence of the Indian and Provincial Educational Services has resolved itself into a question of race. Both services claim the "highest intellect and culture that either English or Indian seats of learning can furnish," and in filling vacancies in either service the first and last consideration should be the moral, academic, and, in some cases, the administrative qualities of men, and not their nationality.

So far as Indians in the Provincial Educational Service are concerned, the principle has hitherto been "once in the Provincial Educational Service, never in the Indian Educational Service." This it is difficult to justify, for it is common knowledge that there are men in the Provincial Educational Service who have higher attainments than some men in the Indian Educational Service, just as there are men in the Indian Educational Service who have higher attainments than some men in the Provincial Educational Service. And were it made possible for Indians of the "highest intellect and culture" to pass into the Indian Educational Service from the Provincial Educational Service, I am persuaded that many who now give the Educational Services the go-by, would join the Provincial Educational Service as a stepping-stone to the Indian Educational Service. As things are now, with the aid of the University authorities the Government is yearly recruiting the most brilliant scholars for the Provincial *Executive* Service—men whose talents would add to the efficiency of the Educational Services, whether Provincial or Indian.

I would suggest the abolition of the Indian Educational Service and the Provincial Educational Services as separate cadres, and their substitution by one service to be known as the Superior Educational Service. The latter may be divided into two sections, Senior and Junior, as in the case of the Bengal Ecclesiastical Establishment, upon which there are Senior and Junior Chaplains. It may be recruited indifferently by Europeans and Indians (whether resident in India or not being immaterial), each man being given the appointment for which he is better fitted than others in the service. (1) Teacherships, (2) Professorships and Lecturerships, and (3) Inspectorships may be sorted out to the Junior and Senior Sections of the Superior Service, according to the nature of the duties and the degree of responsi-

bility they involve. The salaries in the Junior Section may range from Rs. 300 to Rs. 800, and of the Senior Section from Rs. 600 to Rs. 1,500. Each position should have its own scale of incremental salary. Positions may be arranged in a ladder of increasing responsibility and importance.

I would not make it a hard-and-fast rule that a man must join the Superior Service in the Junior Section or on the lowest pay of that section. There are cases in which specialists are in demand, and they must be paid adaquate salaries. Further, I do not advocate an equal scale of salaries for all officers. It must be remembered that in estimating remuneration the standard of living and other important considerations have to be taken into account. I would, therefore, have one scale of pay for men with Indian University qualifications and living in Indian style; a second scale of salaries for men with Indian University qualifications, but living by European standards; a third scale of salaries for men with European qualifications, but retaining Indian habits of life; and a fourth scale of salaries for men with European qualifications and living in European style. When a man is taken into the service, it should be settled definitely according to which particular scale of salary he will be paid.

83,762. **(V.) Conditions of leave.**—Under existing rules a Provincial officer may not have furlough till eight years have elapsed after his first furlough. This is too long an interval. The case is not so hard with "vacation officers," but it falls heavily on officers in lines where there are no vacations but only short periods of gazetted holidays.

83,763. **(IV.) Conditions of pension.**—I consider the rules regulating pension as fair. Possibly 55 years of age is too early an age for some men to be called upon to retire. Retiral at that age might be compulsory only in the case of officers whose work has been mediocre, or whose health is so run down that they cannot any longer be expected to work with efficiency. Promotions should not be denied to a man who is on extension of service.

Mr. H. A. STARK called and examined.

83,764. (*Chairman.*) The witness was acting as Divisional Inspector of Schools, but his substantive position was that of Additional Inspector of Schools in the Burdwan Division. For three years he had been substantively Inspector of the Orissa Division, *i.e.*, until the new rules were introduced, by which the inspectorate of the division was reserved for the Indian Educational Service. From that time he had been officiating as Inspector of a division, except for three years, when he was Assistant Director of Public Instruction in Bengal. He had been in Government service for 19 years.

83,765. He asked for the abolition of the Indian Educational Service and the Provincial Educational Service as separate cadres, and the substitution of one service, with two divisions, a senior and a junior. He would put professorships of colleges and inspectorships of divisions into the first class, and head-masterships of zilla schools, and district deputy inspectorships into the second class. It would be a very good thing for the service if Deputy Inspectors were brought up into the second class. If this were done, there could be a diminution in the present numerous grades of inspecting officers. For instance, there was no need both for Assistant and for Additional Inspectors, and it might also be possible to combine the functions of Assistant and Deputy Inspectors. Deputy Inspectors were now in immediate charge of the district so far as primary education was concerned, and at the present time primary education also included the middle vernacular schools. If the Deputy Inspector were to be brought up to into the second division, his duties need no longer be confined to the inspection of elementary schools. He might also inspect high and middle English schools.

83,766. The Anglo-Indian community was fast disappearing from the Provincial Service. The witness himself was the only one now left, whereas when he joined there were five or six. Anglo-Indians were not now recruited, although there were eligible candidates.

83,767. It was now the rule that no non-statutory native of India could be appointed to the Provincial Educational Service, but this had come too late to undo the injury which had already been done to the prospects of natives of India in the service by such appointments. The harm was caused by the fact that recruits brought out from England were not placed, as they should be, at the foot of the cadre, but above the heads of men already in the service.

83,768. Sufficient facilities for study-leave were not given. The witness himself had been refused study-leave to Europe, although he applied for it and had been strongly recommended by the Director of Public Instruction. Eventually he had gone at his own expense, and had derived considerable benefit from the experience thus gained. He was fortunate in England in having the advice of Mr. Hornell, who made out a programme of work for him. For two months he observed at the London Day Training College, and for four, travelled about with Inspectors inspecting schools. He underwent the same training course as was given to members of the Indian Educational Service at the time of their appointment and before they came to India to be Inspectors. He saw every class of schoool being inspected.

83,769. (*Lord Ronaldshay.*) A Deputy Inspector was in charge of a district, which corresponded to the administrative district of a province. In a large district the District Deputy Inspector was responsible to the Inspector for the whole district, but had working with him, and under him, one or more Additional Deputy Inspectors. The Assistant Inspector did not cover the same area as a Deputy Inspector; he covered possibly two districts, and his work was confined chiefly to the middle schools in those districts.

83,770. (*Sir Theodore Morison.*) Dealing with deputation alowances, the witness did not ask for any modification of the existing rules, but merely that they should be given fuller effect to.

83,771. As the rule now stood, it was very difficult to obtain study-leave. It was true that some officers applied for study-leave without meaning to do any serious work, but it rested with the Director to forward their application or not. As a safeguard, it would suffice if an applicant for study-leave was required to have shown distinct merit in his work, to have proved himself a useful officer, and to have given reasons indicating that his furlough studies would increase his usefulness. The present rules were not amiss, but they should be interpreted more liberally.

83,772. If an amalgamated service with a junior and senior section were created, the present appointments should be sorted out, and valued according to their importance. Power should also be taken to appoint particularly good men on higher rates of pay from the time of their joining.

83,773. (*Mr. Sly.*) If his amalgamation scheme were adopted, some members of the junior section should from time to time be promoted to the senior section, but it would be very difficult to fix a proportion. The decision should be in the hands of the Director of Public Instruction, subject to the approval of the Local Government. The witness would not stop recruitment in England; but would allow Local Governments, on the advice of the Director of Public Instruction, to make appointments in England in accordance with the existing system. Assuming that a small proportion of the posts in the senior service were recruited from the junior branch, the method of recruitment to the rest of the appointments would depend on the qualifications which were necessary in the various grades. If a really good man, a professor for instance, could be got in India, the witness did not see any need for recruitment from England. On the other hand, he would be very much opposed to any abandonment of the power of recruiting from England, because the service could not do without a certain English element. He was not prepared to say what the proportion should be as between Europeans and Indians, but thought former ought to predominate. He agreed that end his scheme involved the fixing of a propor

that a certain number of the appointments would have to be set aside for recruitment in England and India respectively.

83,774. He would put every Government high school head master into the junior branch of the amalgamated service. In his division there were seven high school head masterships; in every division one, and in some cases two. He did not think there were more than two in any division. There was a collegiate high school at the headquarters in each district, and there were several smaller Government schools scattered about the district. In his own division he had 132 high schools, of which only seven were Government high schools. At present a master at a Government high school drew anything between Rs. 50 and Rs. 250 a month. Under his scheme that rate would have to be raised up to something between Rs. 300 and Rs. 800.

83,775. (*Mr. Fisher.*) The witness thought there had been a much greater increase in the quantity than the quality of primary education in Bengal since he joined the inspectorate. There had been an improvement in the methods of instruction only in those schools which had teachers from training schools. The inspectorate had not succeeded in raising the level of the schools. It was largely a question of finance. Enough money had not been put into the schools. For instance, he had 10,000 primary schools in his division, and in many places they were getting as little as 5 annas a month. There was a prospect of improvement in the near future, as a great deal more money was being obtained from the Imperial Government.

83,776. It was very important for the development of primary education in India that there should be a certain number of inspecting officers possessing the experience of primary education in Europe, but he did not think it was all important. More would be gained by sending to Europe selected men from India, who had a knowledge of the vernaculars of the people, and who had shown aptitude and done good work. A man recruited from England might turn a very valuable man indeed, or he might not; but a man taken from the Provincial Service, who had done many years of work with credit, and who knew the people and their languages, was a much sounder investment.

83,777. (*Mr. Macdonald.*) The only reason given by the Government of Bengal for refusing his application for study-leave was that they did not think it was necessary.

83,778. If the pay of the Provincial Executive Service were raised, there should be a corresponding rise in the pay of the Provincial Educational Service.

83,779. (*Mr. Madge.*) In such a service as the Provincial Educational Service, it would be very difficult to have any hard-and-fast proportion between imported and locally-procured officers, because the men wanted might not be procurable either in India or in England. In would be best for the responsible Director to decide what proportion there should be for a particular year.

83,780. As an Inspector of Schools, the witness had to report to the Director of Public Instruction, for the information of Government, the percentage of Muhammadan teachers and inspecting officers working in the district. A certain proportion of such officers had to be maintained, and he thought something of the same kind might be done in the case of Anglo-Indians. The Anglo-Indian community ought not to be allowed to drop out of the service entirely.

83,781. It would be easy for the Director to decide whether it was desirable in the public interests to grant a man study-leave, as the Director knew his men personally. Much more definite observations, however, of men on deputation was needed, in order to make sure that they were really making the best use of their time. Hitherto they had done pretty much as they pleased. Men on study-leave should keep in touch with the India Office the whole time.

83,782. Better quality was required in the lower grades of inspecting officers. This would be of more use than an increase of numbers in the higher appointments.

83,783. Inspectors should be recruited exclusively from head-masters, except in the case of a man who, having been a head-master, had become a professor. A head-master's work provided detailed experience of what an Inspector would need. A head-mastership was a very good training ground indeed. There ought to be a time in the career of a head-master when it should be definitely settled whether he was going into the professorial or the inspectorial side, or whether he was to remain a head-master for good.

83,784. An Inspector of a European school ought to be a man who was intimate with the needs of the domiciled community. This community required as much understanding as either the Hindu or the Muhammadan community. At the same time there was no need for an entirely distinct branch of Inspectors for European schools, nor did it follow that, because an officer had been an Inspector of Indian schools, he should therefore never become an Inspector of European schools. A good deal depended on the personality and qualifications of the man. Inspection experience could be applied to any school.

83,785. (*Mr. Abdur Rahim.*) There had not been any marked advance in Muhammadan education in the Burdwan Division. It was extremely difficult to obtain Muhammadan officers on account of the present rate of pay. They expected more than Hindu officers for the same work. At present two sub-inspectorships for Muhammadans were vacant, as the initial salary was only Rs. 35, and the qualification required was a first-class training-school certificate and some knowledge of English. In the training-schools, under the present system, both Bengali and Urdu were obligatory subjects, and the Muhammadans who knew both, and who, in addition, possessed a first-class training certificate were few and far between. An increase of pay for Muhammadan officers was required.

83,786. With regard to study-leave, he did not agree with the suggestion that every year or two years one officer might be given study-leave. Study-leave should be obtained only when a man was entitled to get furlough and did get furlough. A man employed his furlough in further studies. There was no other deputation to which the Educational Service was entitled, and it might be that three or four men qualified for furlough in the same year. If the Director thought it was good for the service that a particular man should get additional furlough for study-leave the recommendation should be acted upon by the Local Government.

83,787. (*Sir Valentine Chirol.*) A European, fresh to the country, and therefore not knowing its vernacular, should serve for about five years as a head-master before being promoted to an inspectorship, but no hard-and-fast rule as to this could be prescribed. Teaching experience alone was not sufficient to fit an officer for the post of Inspector.

83,788. The Anglo-Indian community was not nearly so largely represented in the service as it used to be, partly owing to the failure of the community as a whole to keep up to the mark from the point of view of education, and partly to a tendency on the part of Government to favour Indians at their expense. The Anglo-Indian community was falling back, simply because it had not the means it once had to educate its children; and the less employment Anglo-Indians obtained the less opportunity they had of educating their children; and so the matter went on from worse to worse each generation.

83,789. (*Sir Murray Hammick.*) The European schools in India did not give the type of education which was necessary to fit the Anglo-Indian community for the profession of teaching. The schools themselves were manned in the main either by teachers brought out from England by religious or other bodies, or by Government. In the past almost every school was run by Anglo-Indians. Moreover, the average European school was not as well staffed as the average Indian college. Again, Anglo-Indian boys were now obliged to leave school earlier than their parents would like them to do, so as to earn something towards their family expenses.

83,790. The remedy for inefficiency in the primary schools was to be found in an extension, not of inspection, but of training for the masters of those schools. It would take 150 years at the present rate before all the teachers in the Burdwan Division were properly trained. The idea was to increase the training schools very largely, but schools could not be

allowed to grow mushroom-like and at the same time be kept efficient. There were at present 33 training schools for primary teachers in his division, and the maximum number passing out from a school was eight. It was a two-year course, and included a professional as well as a general education. The number of primary schools had increased enormously in the last ten years. In 1903, the Government of India had given a large allotment for primary education, on the condition that the primary schools were increased 20 per cent. each year. That increase in primary schools did not mean an increase in the number of certificate teachers for the primary schools. What it really meant was that an enormous number of schools were being opened by masters who knew nothing, and many of whom were only not illiterate themselves.

83,791. (*Mr. Gupta.*) The witness spoke only for the province of Bengal, and had had no personal experience of other provinces, but from what he knew of people scattered about the country, and more particularly judging from the fact that even the different districts of a Bengal division wanted different treatment, he should expect diversity of conditions as between provinces.

83,792. Officers of the Provincial Educational Service might usefully be employed as Joint-Secretaries or Under-Secretaries to Local Governments, and be placed in charge of educational cases. As advisers, such men would be of the greatest use.

(The witness withdrew.)

J. R. CUNNINGHAM, ESQ., Director of Public Instruction, Assam.

Written Statement relating to the Education Department, being I. Memoranda of a conference of selected Indian Educational Service officers in Assam; II. Memoranda by Miss Somerville, Inspectress of Schools, Assam; III. Memoranda of a conference of selected Provincial Service officers.

83,793. [*In forwarding these Memoranda Mr. Cunningham wrote as follows:—*

It may be explained that in the conferences I sought rather to elicit from the officers present an agreement on cardinal points upon which their individual memoranda had differed, than to secure an expression of views coincident with my own. I am fortunately however able, in the main, to state my agreement with the conclusions of the memoranda now submitted. I should in particular like to reinforce the very moderate proposals put forward by the Inspectress of Schools in regard to salary and pension. In the case of women it is clearly desirable that they should have an option of retiring on proportionate pension in mid-service, say, after 15 years of work in the country.

With regard to methods of recruitment and of training, I do not think that there is anything which can usefully be brought before the Commission. Present methods are not in existing circumstances unsatisfactory, and if circumstances change, *e.g.*, by a considerable increase in the strength of the services, the methods may be expected to adapt themselves to the altered conditions.

The only other questions on which I think it desirable to record a personal opinion are:—(*a*) *Conditions of pension.*—I cannot consider that there are special grounds in the case of the Indian Educational Service to support the request for the option of retirement on proportionate pension after 15 years' service.

(*b*) *Limitations on employment of non-Europeans, &c.*—I cordially agree with both conferences in regard to the propriety of maintaining the existing system of the division of services into Imperial and Provincial and of opening the way for promotion from Provincial to Imperial. No special or restrictive condition need be attached to this concession.

With regard to the appointment of Indian officers direct to the Imperial Service, I venture to think that no such appointment should be made without the consent of the Government or Administration of the province immediately concerned.]

I.—MEMORANDA OF THE VIEWS OF INDIAN EDUCATIONAL OFFICERS IN ASSAM ON THE VARIOUS HEADS OF ENQUIRY PRESCRIBED FOR MEMORANDA OR REPRESENTATIONS TO THE ROYAL COMMISSION ON THE PUBLIC SERVICES OF INDIA.

83,794. Pursuant on the orders of the Chief Commissioner in regard to the ascertainment of the views of the members of the Imperial Educational Service in Assam on the various questions affecting them, and on the suggestion that in addition to obtaining opinions from all the members of the services, a conference of some of the leading members should be convened so that points of importance might be fully discussed, a reference was made to the Principal of the Cotton College for an expression of his views and the views of Dr. Thomson. A further reference was made to the Inspectors and the Inspectress of Schools. On receipt of the replies Mr. Sudmersen, the Principal of the Cotton College, and Messrs. Wilkins and Small, the Divisional Inspectors of Schools, were invited to Shillong to discuss the memoranda submitted therewith.

Memoranda setting forth the points upon which these officers were agreed and embodying all that they considered essential are noted below.

83,795. **(I.) Methods of recruitment.**—The officers of the Imperial branch of the Educational Service are recruited in England by the Secretary of State for India. There is no competitive examination for appointment. Applications along with a set of testimonials are sent in by candidates to the India Office. The names are entered upon a waiting list and when one of the Indian Governments asks for a recruit the list is consulted and selection made for interview. There is a small committee of Educational and other officers whose duty it is to interview such candidates. In the event of special qualifications being required or of there being no one upon the waiting list who is regarded as suitable for the particular appointment, the authorities resort to advertisement or communicate with Colleges or other sources of supply.

It was agreed that the present methods are not unsuitable. The only modification which was suggested was that a freer and more systematic resort might be had to advertisement with a view to attracting the attention of men who had lost touch with College authorities or other nominating bodies.

Mr. Small and Mr. Wilkins both desired to emphasize the propriety of selecting for inspecting posts men who had some proficiency in athletic pursuits.

83,796. **(II.) Systems of training and probation.**—There is not at present any definite course of training prescribed. For a professorial appointment a man is selected whose academic attainments and experience show him qualified for the work. In the case of Inspectors, however, it has lately been the practice to give the officers selected a short course of training in one of the Training Colleges or with a touring officer of the Board of Education at Home.

Every member of the service is appointed on probation for two years and before confirmation has to pass an examination in the vernacular.

In the matter of probation it was considered that there was nothing unsatisfactory in the present conditions, except that, as officers immediately on coming out had to assume full administrative responsibilities, they had but little time to devote to the acquisition of a literary knowledge of the vernacular.

The subject of training was considered separately in respect of Professors and Inspectors. For Professors it was not thought that any period of training was required.

For Inspectors it was generally agreed that officers selected should have a Degree with Honours and should have been actually engaged as schoolmasters at Home. Mr. Small considered that the officers selected should have had experienced of a residential

college at Home. He further recommended a period of two months' training, on salary, touring with an Inspecting officer at Home. Mr. Wilkins, however, regarded this as useless. Both Inspectors considered that an academic qualification in the art and practice of teaching should not be insisted upon.

With regard to training after officers came out to this country, it was realised that under present conditions no special practical training could be achieved. It was recommended however that, in the event of such an increase in the inspecting staff as would render this practicable,—

(1) a period of practical training should be given before administrative responsibilities were assumed,

(2) during this time the officer should be expected to devote himself to, and pass an examination in, the vernacular.

83,797. **(III.) Conditions of service** *exclusive of salary, leave and pension.*—It was agreed after considerable discussion that an officer should have the option of retirement on proportionate pension after 15 years' service. The only other general condition to which it was desired to draw attention was that the post of the Director of Public Instruction should be reserved for the service and that to that end it should be included in the cadre of the Indian Educational Service.

83,798. **(IV.) Conditions of salary.**—It was generally agreed that the present conditions of service were unattractive and should be improved.

With regard to the manner of improvement it was debated which of the two following systems should be preferred:—

(1) The grant of an improved salary of Rs. 500 to Rs. 1,300 a month with prospects of promotion thereafter to a limited grade rising from Rs. 1,400 to Rs. 1,800, appointment to this grade being dependent entirely upon the character of the officers' service and not upon the appointment which he held.

(2) The grant of salary on such a rate as might be regarded as satisfying the reasonable claims of any officer of the service without further promotion, and the attachment of allowances to certain posts to afford special remuneration for work involving special responsibilities.

On the general question of principle and in view of the special circumstances of the Indian Educational Service—a small service multiplying rapidly by recruitment of junior officers—the meeting was in favour of the second alternative regarding the fact as inappropriate and as bound to be uneven in its working.

The salary suggested as sufficient to satisfy the service was Rs. 500 to Rs. 1,500 by annual increments of Rs. 50. On its being pointed out however that the reconstitution of the service on these lines would proceed on the basis that exchange compensation allowance was no longer granted, it was agreed that the initial salary should be Rs. 550 instead of Rs. 500. It was further agreed that officers entering the service over the age of 26 should start with an increment in hand, that is, on Rs. 600 a month, and that officers so starting ahead of their fellows should reckon seniority according to service and not according to pay. In the matter of allowances it was considered desirable that, in the event of the Inspectorate being considerably increased, the senior Inspector in administrative charge of each division should be granted an allowance of Rs. 200 a month, the allowance to be conditional upon the Inspector having put in not less than 8 years' service. Similarly, allowances should be granted to Principals of Colleges, the amount being referable to the status of the institution and the measure of the responsibilities which its charge involved. A range of Rs. 200 to Rs. 500 was suggested.

In addition it was considered that if the Professorial staff in the Imperial Service was considerably increased there should be allowances for Professors in the more responsible charges of the same value as those proposed for Divisional Inspectors. Lastly with regard to the Directorships of Public Instruction, it was considered that to these posts should be attached the full pay of the ordinary incremental range, namely, Rs. 1,500 a month and allowances ranging from Rs. 250 to Rs. 1,500 a month according to the seniority of the incumbent and the measure of the province.

Finally, it was considered that in view of the considerable cost of living in Assam local allowances should be granted to all Inspecting and Professorial officers.

83,799. **(V.) Conditions of leave.**—The conference had no special recommendation to make with regard to the ordinary leave rules.

Mr. Sudmersen urged that Professorial officers should be entitled to study leave on the same terms as Indian Medical Service officers.

83,800. **(VI.) Conditions of pension.**—Indian Educational Service officers are under the ordinary pension rules, but in view of the fact that the average age of entry to the service is considerably higher than that which rules in other services some special provisions have been made in their favour. Under article 403 of the Civil Service Regulations officers appointed after the age of 25 are allowed to add the excess over 25 up to a maximum of 5 years to their qualifying service. Thus an officer appointed between 28 and 29 years of age would be able to retire on full pension (if the rules allowed of full pension) after 27 years of service instead of 30. Further, officers of the Indian Educational Service are exempted under note 5 to articles 478 (*a*) from the reduction of pension prescribed in this article in the case of officers whose qualifying service begins at over 30 years of age.

Mr. Sudmersen pointed out that the benefits of section 403 were largely illusory as no officer was in any case in a position to earn full pension, the amount of his pension being restricted by article 474 (*b*) of the Regulations to a maximum of Rs. 5,000, a maximum which could be attained under present conditions by a service of just over 22 years, and for which, in the event of the terms now suggested being accepted, a service of 16-17 years would suffice.

It was recommended that the maximum ordinary rate of pension should be increased to £500 a year and that additional pensions of from £100 to £200 might be attached to the special posts, the amount of the special pension being referable in each case to the amount of the allowance attached to the post.

As already indicated, it was considered that optional retirement should be permitted after 15 years' service with proportionate pension. But there was no strong feeling for a revisal of the pension rules so as to permit of retirement on full pension after 25 instead of after 30 years of service.

83,801. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—The members were agreed that such limitations as at present existed in regard to the employment of non-Europeans were sound, particularly the necessity for appointment by the Secretary of State and, in the view of Messrs. Sudmersen and Small, the selection of men who had been educated in a University at Home.

With regard to the question of passage from the Provincial to the Imperial Service, all were agreed that such a passage should be opened. Mr. Small considered that such a transference should be conditional in the case of any officer upon his having passed successfully through the courses of a British University. He would not have any reservation of posts for the Imperial Service other than the Directorship of Public Instruction, but a Provincial Educational Service officer appointed to one of the senior posts either in the inspecting or in the collegiate branch would bring a provincial salary to the occupation of the post. Mr. Sudmersen agreed with Mr. Small that transference from the Provincial to the Imperial Service should be conditional upon an officer having passed successfully through the courses of a British University, but differed in regard to the question of reservation, considering with Mr. Wilkins that certain posts should be reserved for the Imperial Service:—

(1) The Directorships.
(2) The Principalships of Colleges.
(3) The Divisional Inspectorships of Schools.

Mr. Wilkins considered that no further condition should be attached to the transference from the Provincial to the Imperial Service than the natural condition that the officers concerned should be considered

by the authorities to be of such special merit as to justify the transfer.

83,802. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—No dissatisfaction was felt on this score, but it was considered that the warrant of precedence should be revised in favour of the Indian Educational Service along the following lines: That officers of the Indian Educational Service should be graded in the table of official precedence, thus:—

(1) Those drawing Rs. 800 but less than Rs. 1,200 per mensem to be placed in number 78 of the warrant.

(2) Those drawing Rs. 1,200 but less than Rs. 1,600 to be placed in number 73 of the warrant.

(3) Those drawing Rs. 1,600 or more per mensem to be placed in number 69 of the warrant.

II.—MEMORANDA RECORDED BY MISS SOMERVILLE, INSPECTRESS OF SCHOOLS, ASSAM, FOR THE ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

83,803. **(II.) Conditions of training and probation.**—Immediately after the appointment of an Inspectress has been made by the Home Committee, it should be arranged for her to have a six weeks' tour at home, during which she should visit educational centres paying special attention to primary work.

Further, on her arrival in India the Inspectress ought to have an opportunity of visiting two centres before she joins her post. *E.g.*, if she is appointed to Assam, she might be attached to the office of the Inspectress of Schools, Bombay, for one month and the office of the Inspectress, Calcutta, for another month, and if it be at all possible she should, in addition to this, be attached to the retiring or requiring Inspectress for at least three months before taking over charge.

During the two years' probation, it should be somehow arranged for the Inspectress to devote the greater part of her time to language work.

83,804. **(IV.) Conditions of salary.**—Under present conditions the Inspectress' maximum is Rs. 500 per mensem, a sum exactly equal to the minimum of the Inspector, so that an Inspectress of ten or twenty years' service is receiving the same remuneration as the inexperienced Inspector who may or may not have superior academical qualifications. However, I do not think that the maximum salary of Inspector and Inspectress should be equal, but I would recommend that the initial salary and yearly rate of increase be the same and that the maximum of the Inspectress be Rs. 800 per mensem. In this connection I would remind you that in this country the expenses incurred both in station and on tour are much greater for a woman than for a man.

83,805. **(VI.) Conditions of pension.**—I think that it should be made possible for a woman to retire at forty or forty-five years of age.

III.—MEMORANDA OF THE VIEWS OF PROVINCIAL EDUCATIONAL SERVICE OFFICERS ON THE VARIOUS HEADS OF ENQUIRY PRESCRIBED FOR MEMORANDA OR REPRESENTATIONS TO THE ROYAL COMMISSION ON THE PUBLIC SERVICES OF INDIA.

83,806. Pursuant on the instructions of the Chief Commissioner ordering the ascertainment of the views of the members of the Provincial Educational Service in Assam on the various questions affecting them, and on the suggestion that in addition to obtaining opinions from all the members of the Services a conference of some of the leading members should be convened so that points of importance might be fully discussed, a reference was made to the Cotton and Murarichand Colleges for corporate expressions of the views of the members of their professorial staffs. A further reference was made to the Assistant Inspector of Schools, Assam Valley Division, as the only other member of the Provincial Educational Service in Assam; and on receipt of the replies the Principal of the Murarichand College, Mr. Apurba Chandra Datta, as representing the Professorial element, and Srijut Durgadhar Barkataki, as representing the Inspecting element, were invited to Shillong to discuss the memoranda which had been submitted.

Memoranda setting forth the points upon which these officers were agreed and embodying all that they considered essential are noted below.

83,807. **(I.) Methods of recruitment.**—The Provincial Educational Service is in the main recruited direct by means of advertisement from the best available Masters of Arts of Indian Universities and in a few cases from Indian graduates in Honours of European Universities. Occasionally appointments are also made by promotion from the so-called Subordinate Educational Service, a Lecturer being promoted to a Professorship or a Deputy Inspector being promoted to an Assistant Inspectorship.

The staff of the Cotton College advised, however, that greater emphasis should be laid on recruitment by promotion from the Subordinate Service and that every officer appointed in India should be made to begin from the lowest grade of the Provincial Service. Under present conditions these recommendations were regarded as not unwarranted. It was pointed out, however, that if, as was hoped, the present graded services were abolished and posts on incremental pay substituted therefor, the grievances upon which the recommendations proceeded would disappear from consideration. In this connection Mr. Datta and Srijut Durgadhar Barkataki, on behalf of the branches of the Service which they represented, desired to associate themselves heartily with the following statement of policy:—

The terms of service should be so revised that in future no Lecturer should be appointed in the Subordinate Educational Service. The practice of such appointments proceeds on a false analogy with conditions in some of the European Universities, where first-class men accept appointments on small salaries as Assistant Professors, &c., in the knowledge that the field of promotion open to them is wide and that fuller posts will come in time. In India a man is not so clearly marked out as at home for the ways of learning. When his post-graduate course is complete he is already a married man, and, looking out on possibilities, can have no hesitation in choosing between the prospects of executive service in a gazetted post and service which ties him down to a subordinate position. In the result inferior men are recruited. They exist in a state of discontent and, if they do good work, raise a strong voice for promotion to the Provincial Service when vacancies occur.

For Collegiate work, men of first-rate ability are required; no man should be recruited for the instruction of classes reading for the University examinations except in posts which carry the dignity and emoluments of gazetted appointments. It is not necessary that all should have the same rates of pay, but none should start on a lower rate of pay than Rs. 200 a month.

A similar elevation was, it was thought, due in the case of such posts as High School Head Masterships and Deputy Inspectorships.

In view of this consideration the meeting felt that it would not be inappropriate to extend the view of their service to include the lecturing appointments and other posts of equal status now included in the cadre of the Subordinate Service which it was hoped would be raised to gazetted rank.

83,808. **(II.) System of training.**—This fell to be considered under two heads: (1) The training of Professors, and (2) the training of Inspectors.

With regard to Professors it was considered that no specific training was necessary other than that which they received in the course of their graduate and post-graduate career. With regard to Inspectors it was considered that in addition to having a Pass Degree they should also have a special qualification in the art and practice of teaching and that as a rule they should be recruited from the ranks of the Deputy Inspectorate in which case they would receive their practical training by going through the mill of the routine work of a District. It was agreed, however, that the professional inspecting service should not be restricted to Deputy Inspectors but that it should be open to the Administration to infuse into the Service an element of academic strength by the direct appointment of brilliant Masters of Arts and Science of the

University. Any officer so recruited should however be deputed before appointment to undergo a course of training in a Training College for teachers.

83,809. **(III.) Conditions of service** *excluding leave and pension.*—It was agreed after considerable discussion that the conditions of service were not, comparatively, unsatisfactory and that the failure of the service on occasion to attract the best men, by no means a general complaint, was due rather to the fact that the occurrence of vacancies was sporadic and likely to be inopportune than that the status or other attractions of the service were unsatisfactory. They were not of opinion that as claimed by the Cotton College officers the service had any right to prospects better than those of the other Provincial Services. The members did not desire to insist too much on the financial aspect of the question, considering that for officers who are to be engaged in academic work the financial appeal need not be so strong as in the case of Executive Officers. They would not therefore object to any scale proposed for the Educational Service on the ground that the executive scale offered further prospects of advancement. But they considered that Educational Officers should not from the beginning to the end of their career be in a position inferior to the rank and file of the Executive. In view of the social conditions of the country they thought that the Executive and Educational rates of pay should *start* the same so that on occasions of choice, the advantages of the Executive Service should not be so immediate and obvious as to counterbalance the natural preference of an academic mind for an educational career.

Disagreeing with the recommendations of the Cotton College Professors they were entirely unfavourable to the grant of facilities for interchange between the Professorial and Inspecting branches of the service.

83,810. **(IV.) Conditions of salary.**—The two essentials were:—

(1) That the pay on whatever rates fixed should not be inferior to that fixed or which might come to be fixed for the generality of the Executive Service.

(2) That it should not be inferior in Assam to that fixed for the Provincial Educational Services of the neighbouring provinces.

They were not prepared to recommend anything which exceeded or fell short of these conditions. Another point of agreement was that a system of gradation was entirely unsuitable for a small service like the Provincial Educational Service of Assam. Indeed in view of the present occupation of the grades, it was not only unsuitable but was quite out of the question. All the officers of the service except one were congregated in the two lowest grades; for the top men promotion would be unduly rapid, for the men at the bottom it would not except in fractional measure occur. What was wanted was a time scale somewhat on the following lines:—

(1) Such an incremental scale of pay as would offer the generality of the service certain and satisfactory prospects even if they never proceeded beyond it. What was suggested was a pay of Rs. 250 rising by annual increments to Rs. 500 a month without undue delay. Mr. Datta considered that the maximum should be attained in ten years. Srijut Durgadhar Barkataki considered that no very serious hardship would be occasioned if the period were extended to 15.

(2) Opportunities, on attaining the maximum of Rs. 500 for special advancement in a cadre reserved for officers of special merit. The pay of this cadre might rise to Rs. 800 by ample increments so that an officer selected in due time for promotion to this class should have an opportunity of earning full pension. The number of posts in this grade should correspond with the number in the three top grades of a scientifically graded service of 8 grades rising from Rs. 250 to Rs. 800 a month

In addition the embargo against the passage of officers from the Provincial Educational Service to the Imperial Service should be explicitly removed so that if an officer in any rank of the Provincial Service were considered fit for an appointment reserved for an officer in the Indian Educational Service he should draw the pay of that service beginning either on the pay he was drawing in the Provincial Educational Service at the time of transfer or the minimum rate of the Imperial Service, whichever was the higher; he should rank in the service according to his rate of pay.

With regard to the class of officers not at present included in the Provincial Educational Service who, it is hoped, will be so included in future, the scale of Rs. 250—500 was regarded as appropriate for Lecturers, and, assuming an incremental pay of Rs. 75—200 for graduate teachers and Sub-Inspectors, the following scale in the Provincial Service for the senior officers of these classes:—

(1) For Headmasters of provincialized High Schools at subdivisional Headquarters, for Assistant Headmasters of Government High Schools at district headquarters and for Subdivisional Deputy Inspectors of Schools Rs. 200—10—250 a month.

(2) For Headmasters of Government Schools at district Headquarters and for District Deputy Inspectors of Schools Rs. 250—30—400.

83,811. **(V.) Conditions of leave.**—Under this head it was agreed after discussion that there was no speciality in the conditions of the Educational Service which justified them in asking for more favourable or other terms in regard to leave than the other Provincial Services.

83,812. **(VI.) Conditions of pension.**—Neither officer supported the recommendation from the Cotton College that optional retirement should be allowed after 10 years' service nor that 20 years' service should be allowed to qualify for full pension. On consideration they were of opinion that it would suffice to assert the claims of the service to the same treatment in this regard as that which might be granted to other Provincial Services.

83,813. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—As the service includes no European officer there is clearly no limitation in the employment of non-Europeans.

In regard to the working of the existing system of the division of services into Imperial and Provincial, the officers considered that the distinction should be maintained and that such defects as there were would be avoided if a door were opened so as to permit of free passage from the Provincial into the Imperial Service.

83,814. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—The intention of the enquiry under this head was not clear to them. The officers had nothing to say except that existing relations were friendly and that there was no present ground of complaint.

MR. J. R. CUNNINGHAM called and examined.

83,815. (*Chairman.*) The witness had occupied his present position since April 1912. He had been engaged in educational work in India since 1905. He was 29 years old when he joined the service. His first two years were spent in a private college in Madras. He had been in Government service between six and seven years.

83,816. In his province there were four officers in the Indian Educational Service, exclusive of an Inspectress. It was a very young service, and no question of the present inadequacy of salaries had as yet arisen.

83,817. The province was divided into two Commissioners' divisions. Each had one Inspector of Schools. In addition, each division had a Government college. In one of these colleges there was an Indian Educational Service Principal and an Indian Educational Service Professor of Chemistry. The other college had only recently been constituted a Government college, and at present there was no Imperial Service officer in charge.

83,818. There were about 20 officers in the Provincial Educational Service in his province, of whom rather more than 15 were Professors, whilst two were

Assistant Inspectors. There were no Divisional Inspectors. Certain of the Provincial Service Professors were teaching up to the Degree standard, as also was the Professor in the Indian Educational Service. Some *to that extent* were doing work of equal value to that done by the Indian Educational Service Professor. There was, however, no complaint on the part of the Provincial Service officers that they were in a subordinate service to the Indian Educational Service.

83,819. The two services should remain as they were, and there should be an opening for officers of the Provincial Service to be promoted to the Indian Educational Service. A system of direct recruitment of Indians to the Indian Educational Service, either by the Secretary of State or by the Local Government or by both, might also be considered.

83,820. There should be a rate of salary for the Indian Educational Service, which should satisfy the reasonable claims of all officers, and also allowances for special posts. The figures suggested in the written statement were suitable, namely, Rs. 550 rising to Rs. 1,500 by annual increment of Rs. 50, and allowances varying from Rs. 200 or Rs. 250 to Rs. 1,500.

83,821. The Educational Department in Assam had no more claim to an Assam allowance than any other service in the province.

83,822. Assam officers generally did not desire to have a joint cadre with Bengal. His own view, so far as he could give one without considering the matter in detail, was that such an amalgamation was neither practicable nor desirable.

83,823. There were not enough officers now in the service to perform the work, and an increase was most desirable, particularly on the administrative side. More Inspectors, Assistant Inspectors and Deputy Inspectors were required.

83,824. The number of institutions which came under inspection was between 4,000 and 5,000, of which about 30 were high schools, and about 100 middle English schools. All the high school head masters were Indians, except one in Shillong. There the present Government high school had been created by the amalgamation of a Government and a missionary institution, which were existing in rather useless rivalry, and it was a condition of the amalgamation that a member of the mission should be the head master of the joint institution.

83,825. Inspectors had experience of school work before coming out to India. With regard to one Assistant Inspector, the witness knew he had had experience of school work; but, with regard to the others, he could not say. Experience in a school was profitable for an Inspector.

83,826. There was one European Inspectress in his province, and one Indian Assistant Inspectress. It was rather a difficult question to answer how many schools they had to inspect, because the functions of the Inspectress, so far as administration was concerned, did not extend to the whole of the girls' schools in the province; that would be an unmanageable task. The Inspectress was at liberty to visit all the schools, but it was quite impossible for her to travel about in the wilder parts of the mufassal. She used her own discretion as to what mufassal schools she inspected. She had certain schools which were entrusted to her direct charge, namely, schools at district, subdivisional and divisional head quarters. The schools which were situated in inaccessible parts of the country were inspected by male Inspecting officers. The schools inspected by the Inspectresses were also subject to inspection by Inspectors, but the situation was perfectly clear. There were certain girls' schools of which the Inspector was in charge, and others of which the Inspectress was in charge. While either was entitled to visit the other's schools, they could only do so in the capacity of an advisory officer. As things were at present, that was a satisfactory and necessary system. There was no unnecessary overlapping, although in practice there were schools which were inspected twice over, and others which were only inspected once.

83,827. Before an Inspectress or an Inspector came out to India, they should have been put through some form of training in England. The present Inspectress in Assam was a graduate who had taken an Honours degree at Edinburgh. He did not consider her pay sufficient. The provision for her travelling was adequate.

83,828. (*Sir Valentine Chirol.*) There was no difference in the travelling allowance given to an Inspector and to an Inspectress, nor should any be made. A lady travelling in India was not likely to incur more expenses than a man. She ought not, of course, to be subjected to the same amount of rough travelling as a man, but it did not follow from that that her expenses would be greater if she was so subjected.

83,829. The Inspectress was not supposed to inspect all girls' schools; only those were put under her sole charge, which were convenient of access, and to that extent the work was made easier for her than for an Inspector.

83,830. (*Mr. Abdur Rahim.*) A Muhammadan Assistant Inspector had recently been appointed in the Surma Valley Division. There was a considerable number of Muhammadan Deputy Inspectors. He could not off-hand give the number of the *maktabs* in Assam. The number of Muhammadans attending schools was increasing, especially in the English-teaching institutions. The appointment of Muhammadan officers to the inspecting staff was likely to benefit the Muhammadans.

83,831. (*Mr. Madge.*) In the Indian Civil Service cadre there were certain listed posts to which Provincial Civil Service officers could be promoted. That system would not, however, suit the Education Department. Individual officers should be promoted on their merits as occasion arose, and there should be no fixed number of posts.

83,832. If recruitment proceeded soundly, Inspectors and Professors were very likely to keep themselves apart, except in very unusual cases, and this was ordinarily desirable. But it should not be laid down that there should never be any interchange.

83,833. The post of Director of Public Instruction should be included in the cadre of the Indian Educational Service. It was not so included at the present time.

83,834. (*Mr. Macdonald.*) The Inspectress was responsible for numerous girls' schools, and in order that she might do her work properly, she certainly needed more help. He did not ask for any great increase of staff, but for a gradual development of the existing organisation. There were no properly-qualified Indian candidates available in Assam. The present Assistant Inspectress was a graduate of an Indian university, and had been trained in England as a teacher.

83,835. He did not think it essential that Inspectors should have a degree with honours. Speaking generally, all the service needed was competent men. The question of the attainments actually obtained at the University was neither here nor there. If one obtained a man of capacity, it was entirely immaterial in practice whether he had a degree in honours or a degree at all. Nor was it essential that Inspectors should have actually worked as schoolmasters in England, provided that a suitable form of training had been secured.

83,836. (*Mr. Fisher.*) The amenities of life were greater in Assam than in Bengal, but no greater than in many other parts of India where the cost of living was less.

83,837. The members of the Provincial Educational Service in Assam were not recruited exclusively from the province. That was very much objected to locally, but the local supply was still inadequate. It was not made a principle to recruit an educational officer from the University to which the local colleges were affiliated, but that was the ordinary practice. This, however, did not mitigate the aversion felt in Assam to the appointment of outsiders. The educational efficiency of the province should not be sacrificed to provincial feeling, and the best Indians obtainable should be taken. Many of the individuals recruited from outside made themselves personally popular by the way they discharged their duties.

83,838. (*Chairman.*) The feeling of resentment at the appointment of outsiders was not only on the part of those who might aspire to become officers in the service, but extended to the parents and the students. For instance, he was asked on all hands to appoint Assamese head masters to the Assam Valley high schools, and there was always a considerable amount of disappointment when that could not be done on account of the absence of a suitably-qualified man.

(The witness withdrew.)

F. W. SUDMERSEN, ESQ., Principal, Cotton College, Gauhati.

Written Statement relating to the Education Department.

83,839. **(I.) Method of recruitment.**—The present system of recruitment by selection should be continued. Preference should, as far as possible, be given to those who have had some training in the art and practice of teaching and have actually been engaged in teaching. In the case of officers engaged for inspecting work this should be regarded as essential. As officers recruited for professorial work will have usually continued their academic studies beyond their first degree stage this would result in practice in officers of the two classes being of about the same age. Twenty-eight years may be taken as the usual age for both classes of officers.

83,840. **(II.) System of training and probation.**—On arrival in India officers appointed as Inspectors should be attached to a selected subdivision, preferably of the division to which they will afterwards be attached, for a period of three months. They will, as far as possible, travel around with the Deputy Inspector but have no official duties. For the three months following they should be attached to the office of the Inspector of Schools in whose circle they are intended to serve for a period of three months, part of which will be spent on tour with the Inspector of Schools and part in the office to acquire knowledge of routine work. At the end of this period they will be put in charge of their especial posts. As far as is possible, they will not have independent charge of a circle until after the expiry of their probationary period which should extend up to the end of their second year after arrival in India. This will provide ample leisure for a careful study of the vernacular and the confirmation should be contingent upon the passing of the language test at the end of this probationary period.

In the case of officers appointed to Colleges they should, on arrival in India, be attached to a selected Professor of his subject, preferably in a large Presidential College, for a period of three months. They should then join the College to which they have been appointed. This, however, will not be necessary in those cases in which an officer is recruited for a Presidency or other large College of a well established character, or where the appointment is not one in which the major charge of a subject is to be at once undertaken. A Professor should be expected to pass a conversational test in the language of the province.

For the purpose of this preliminary training it is essential that officers should arrive in India at the beginning of the cold weather. This will fit in with the touring season of Inspecting officers and also with the most preferable time to gain experience in college work.

83,841. **(III.) Conditions of service.**—An officer should have the option of retirement after 20 years' service.

In 20 years' service 2 years' furlough should be counted as qualifying service, and in 25 years' service 3 years should so count.

The age of officers recruited under the foregoing may be taken as about 28 years. Usually an officer may be assumed to take 4 years' furlough during his 20 years of service. This will bring the average age up to 50 in the case of officers exercising this option.

83,842. **(IV.) Conditions of salary.**—Pay should be fixed at Rs. 500–50–1,500.

In addition there should be the following allowances:—

	Rs. Per mensem.
To Assistant Directors	100
To a certain number of Senior Professors	200
To Principals of Colleges and a certain number of Senior Inspectors	300

The grant of allowances has been accepted as necessary by the Government of India in respect of Assistant Directorships "in order to make that post sufficiently attractive to obtain the services of the best qualified officers." The same reason may be advanced for allowances to Principals of Colleges. The responsibilities and variety of administrative details that a Principal has to deal with demands more from him than the leisured and concentrated duties of a Professor. Nor does it follow that the senior Professor of a College is in all cases the man who should succeed to a Principalship. The qualifications demanded are by no means identical. At the same time it would be inequitable to advance a junior officer to the responsibilities of the Principalship without some pecuniary compensation. A senior Professor so passed over may be an adornment to the service and in his own special field may be of inestimable value. It would be unfair to penalise such a man, and equally unfair to cause the service to suffer by his removal from constant and concentrated attention upon the particular labours for which he is specially suited to a field requiring other qualities which he does not possess. Such an officer so passed over would feel that the grant of an allowance was a recognition of the value attached to his labours and the difference of Rs. 100 per mensem between his allowance and that of a Principal would be felt by him as no hardship since it allows him to continue concentrating himself upon the work to which he has devoted himself throughout his life, especially as such recognition will entitle him to the higher pension contemplated below.

Such senior professorships will not, however, be confined to such cases as contemplated above, which only exemplifies a particular instance in which such an allowance can be suitably granted. They can be granted in other cases where a Professor has shown much more than routine perfection in his duties and has, by his investigations and general labours, elevated the service to which he belongs and has been of especial value in stimulating the study of the particular subject which is his province.

In order to maintain the comparative value of the two branches of the service it is essential also that a proportionate number of allowances should be open to the Inspectorship. As this proportion will be small in view of the limited number of Inspectors in a province, it will not be likely that in a major province there will be more than one Inspector drawing an allowance under this scheme. For this reason the higher allowance may be granted at once; or the allowance of Rs. 200–50–300 be substituted for the above.

The maximum limit of allowances may be put at Rs. 20 per cent. of the total number of Indian Educational Service officers in each province.

The proposals above outlined will provide an incentive to special labour which the automatic rising by Rs. 50 per mensem to Rs. 1,500 does not, especially if these allowances are made admissible at any time and not be contingent upon the officer having reached the maximum.

The proposal of the Government of India in 1909 that officers should rise for 16 years and after that period should be eligible for the higher pay contemplated in that proposal does not take account of the facts

(*a*) that an officer may become a Principal before reaching that maximum;

(*b*) that the determination of an officer's special claims for recognition will not be made before the end of 16 years—a period too long to act as an incentive and one also open to the further objection that circumstances and conditions may change so considerably in that time that there will remain no certainty whatever that an officer's special claim will

be capable of being recognised. Failing health also may compel the officer's retirement before his promotion to the higher grade becomes possible—in fact the greater his devotion to his work the more likely is the latter contingency to arise.

A comparison with the Indian Forest Service will show that in a total cadre of 212 (excluding Foreign Service Officers) there are 21 Conservators, besides 4 other officers of higher rank. In addition there are 10 special allowances for officers of the service employed at the Dehra Dun Forest School. In Bengal there is one Conservator to 15 Deputy and Assistant Conservators; in Assam 2 Conservators to 14 such officers.

In Bengal there is one Director of Public Instruction to 49 Indian Educational Service Officers, appointed or contemplated.

In the Police there are two Deputy Inspectors General in Bengal drawing pay at Rs. 1,800 per mensem.

In the Public Works Department there are three grades of Superintending Engineers at Rs. 1,500, 1,750, 2,000.

In Bengal there are 3+1 officers of the two higher grades.

Local allowances should be paid in especially expensive localities. In Assam the Public Works Department draw Rs. 100 per mensem—the Forest Department Rs. 80 per mensem.

According to the foregoing scheme the maximum pay obtainable is Rs. 1,800.

The pay of the Director of Public Instruction should be fixed in relation to this.

The Director of Public Instruction (Bengal) at present draws Rs. 2,000—100—2,500.

The Director of Public Instruction (Assam) at present draws Rs. 1,250—50—1,500.

The Chief Engineer of Bengal draws Rs. 2,750 (1st grade Chief Engineer).

The Chief Engineer of Assam draws Rs. 2,500 (2nd grade Chief Engineer).

A revised pay of the Director of Public Instruction should fix it at—

Rs. 2,250—50—2,500 in a minor province.
Rs. 2,500—50—2,750 in a major province.

The proposed pay gives the Director of Public Instruction of a major province a chance of working finally up to the pay of a Commissioner and of a Chief Engineer—in a minor province it begins at the pay of a Deputy Commissioner of the first grade.

In but few cases will the Director of Public Instruction of a major province be able to complete 5 years' service. It would be preferable to let the increments be by Rs. 100 per mensem for the first three years, so that at the end of the third year's service he may reach Rs. 2,700.

83,843. **(V.) Conditions of leave.**—Officers should be entitled to study-leave upon the same terms as the Indian Medical Service. In the case of Professors it should only be given to those who have established claims based upon research of other work, the continuation or extension of which calls for such visits to Europe. In the case of Bengal and Assam Professors will usually find opportunities in India, at Bangalore and at other research laboratories for special study and interchange of ideas if the long vacation and the pujas were joined into one vacation of four months. The need of study leave to Europe would not then be so pronounced and would but rarely be granted to an officer who had not shown sufficient enthusiasm for his subject as to have spent more than one such vacation in systematic study at advanced institutions in India. This would need only a readjustment of examination dates by the University. The point is introduced here to illustrate the kind of test that might be imposed to prevent any abuse of the privilege.

Study leave would only be granted to inspecting officers under very exceptional circumstances. The present regulations for "Furlough studies" would usually meet the requirements of these officers.

83,844. **(VI.) Conditions of pensions.**—After 20 years' qualifying service a pension should be given of £400 per annum and after 25 years' qualifying service a pension of £500 per annum.

Proportionate pensions should be given for each year of service between these limits.

Additional pensions should be given as follows:—

To an officer who has drawn a special allowance of Rs. 200 per mensem or more for a period of not less than three years an extra pension of £100 per annum.

To an officer who has served not less than three years as Director of Public Instruction an extra pension of £200 per annum.

A *pro rata* extra pension should be given to an officer who has served for a period of not less than three years partly as an officer drawing a special allowance and partly as Director of Public Instruction.

Invalid pensions should be granted for services of over 10 years and under 20 years on the same scale as at present but with the conversion at 2*s*.

The general pension proposed is that enjoyed by the Indian Medical Service. Officers of the Indian Educational Service may claim that their academic and other qualifications are in no way lower than officers of that Service and the age at which they come to India is higher than that of officers of the Indian Medical Service. The pay of the latter, with the numerous allowances, together with their private practice privileges, is far higher than that of the Indian Educational Service. The equalisation of pension will tend in some measure to equalise the conditions.

The present pensions of the Indian Educational Service were fixed when the rupee was at 2*s*. and when the expenses of life in England were considerably less

The periods of qualifying service are similar to those in the Telegraph Department, Forest Department, and Public Works Department—the pensions of these officers being as under:—

	Average.	Maximum.
		Rs.
20 to 24	½	4,000
25 and over	¾	5,000

These pensions are at 1*s*. 9*d*.

Considering—

(*a*) the higher qualifications of officers of the Indian Educational Service, and

(*b*) the later age at which they enter service,

it may be conceded that the enjoyment of equivalent pensions in *rupees* as enjoyed by these Services, together with the grant of exchange at 2*s*., or, in other words, the same pensions as Indian Medical Service officers is not excessive.

With regard to the special pensions it may be pointed out that in the Public Works Department special extra pensions are enjoyed by Superintending Engineers of £1,000 per annum, Chief Engineers and sundry other officers enjoy a special extra pension of £2,000 per annum.

With the addition that the rupee has been converted at 2s. there are the additional pensions proposed above.

Contributions to a Widows' Pension Fund to be created on the lines of the Widows' Fund of the Indian Civil Service should be made compulsory to all married officers newly appointed and optional to those at present in the Service.

83,845. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—There should continue to be a division of the Service into two—Provincial and Imperial. It is essential that officers of the latter Service should be men not merely possessing a European degree, however excellent it may be, but who have been educated and brought up on Western lines.

The Indian Educational Service was recruited for special reasons. It is not improbable that these reasons may decline in importance with the advance in education in India. In the not distant future it is possible that the European element in education will be largely confined to University Lecturers and Professors of high repute brought to India for short spells of service under specially remunerative conditions. This will serve to keep India in touch with the highest development of European thought.

In the meantime the continuance of the Service upon an organised basis is essential. The purpose of the Service is to bring the best available products of

the European Universities to India for the whole of the working period of their lives. It attempts to take the scholar in the first flush of scholarly enthusiasm and to transfer him to alien conditions, expecting from him that he shall still remain vigorous in his scholarship and a stimulating force to his pupils. As the Government of India has said: "Considerable difficulty has been lately experienced in recruiting men of the high qualifications demanded." The pay and conditions of service specified above, which cannot be said to be excessive, take into account not only the great expense of high educational training in Europe, the heavier cost of life in India to a European, and the large amount of personal and family sacrifice involved by residence in India, but also that which is, to the scholarly men whom it is desirable to enlist, of far higher consequence, the loss of the wider intellectual life of Europe.

Provision could be made in India for Indians, in exceptional cases, by opening to them special posts, outside the Services, carrying with them a substantial increase upon the Provincial Educational Service pay together with the privileges of European Service Leave Rules. These posts should be given to Indians of eminence who, by their scholarship and research, as well as by their practical capacity, have distinguished themselves in a marked manner above the fellow members of their Service. To such men the grant of the more favourable leave rules of the European service, with the consequent opportunity of visiting Europe for the purposes of their study and investigations, would be a boon much appreciated. To such officers study leave as contemplated above could also be granted. I would suggest that these special posts should carry pay of Rs. 1,000—50—1,250. In cases of exceptional merit it will be open to the Local Government to advance an officer to one of these posts, irrespective of his position in the grades.

The maximum number of these appointments should be fixed in each province—a province with the Provincial Educational Service cadre of Bengal might carry a maximum of three such posts. As it is generally possible to appoint an officer to any position in the cadre of the Provincial Educational Service, Indians of special qualifications could usually be attracted to the Service under these terms.

The foregoing is not intended to debar Indians from appointment to the Indian Educational Service, but such appointment should be made in England, in the same way as appointments are now made by the Secretary of State, in open competition with all other applicants for the post. They should have had an extended course of educational training in Great Britain, should have worked their way completely through a British University, and should have spent not less than six years of study in Europe.

MR. F. W. SUDMERSEN called and examined.

83,846. (*Chairman.*) The witness was Principal of the Cotton College, Gauhati, and came before the Commission to represent the officers of the Indian Educational Service in Assam.

83,847. In his college there were three Professors in the Subordinate, twelve in the Provincial, and two in the Indian Educational Service. There was no fixed division of work as among the Professors. Any member of the staff was allowed to take any class, the object being to get out the best which was in him and to give him an incentive to extra study. Even the Demonstrator in Chemistry, who was in the Subordinate service, did some of the B.A. teaching under the direction of the Professor of Chemistry. The teaching was up to the B.A. Honours standard in every subject. The policy, in fact, was to divide the work amongst the Professors and Lecturers without distinction of service, the responsibility for the subject resting with the senior Professor. The witness preferred that system to any other.

83,848. Judging from conversations he had had before leaving Gauhati, a feeling had recently arisen that the present division of the services should be abolished, and that there should be one service. He had not heard of any such idea previous to that. Hitherto the general desire of his staff had been to get an incremental scale of pay, beginning at Rs. 250 and rising steadily to Rs. 500. At present the highest-paid man in the Provincial Service was drawing only Rs. 300. The Professor of Mathematics was a first-class mathematical scholar, and joined the service almost at the beginning of the college on a salary of Rs. 150 rising to Rs. 300. On the amalgamation with Eastern Bengal the gentleman to whom the witness was referring was then put into the 200-rupee grade, which was the nearest approximation to the particular salary he was drawing, and he had been advanced since to Rs. 250.

83,849. None of the Professors or whole-time Lecturers in the witness's college had been drawn from the province of Assam. Recently, however, a part-time Lecturer in Assamese had been appointed from the local bar. There was a widespread feeling in favour of utilising local talent, but most people, looking to the educational interests of the college, would prefer to staff it with the best Bengalis to bringing into it local men who were not sufficiently qualified. In about ten years' time there ought to be indigenous talent available, and of the necessary quality, but that depended on how the college was developed. It would help matters if some of the high schools were staffed by European members of the Indian Educational Service. At present the college had to do a good deal of work, which really ought to be done in the schools. Real college work only began at the end of the second year's course.

83,850. Officers on coming to India should have time to devote themselves to the acquisition of a literary knowledge of the vernaculars before taking up their responsibilities. At present, when a man came out, he went straight into work.

83,851. Assam was not ripe for any arrangement by which Professors would be recruited on short terms at special rates of pay. After ten years such a system might be considered, but it would involve a rearrangement of the teaching, by which the high schools would take over that part of the college work which was really secondary school work.

83,852. Indians should be taken into the higher posts, ordinarily by direct recruitment by the Secretary of State, but opportunity should also be given to Provincial Service men who had done specially good work. There was no objection to admitting Indians to the Indian Educational Service in the same way as Europeans, but the appointments should be made by the Secretary of State from men who had been trained in England and who had gone through a British University course.

83,853. The cost of living in Assam was 50 per cent. higher than it was in other parts of India, and an Assam allowance was needed. This had been given to the Forest Service and to the Public Works Department.

83,854. It was very difficult to answer the question whether the Professorial and Inspecting branches of the service should be completely separated. It depended on how the Educational Department was administered. If a Professor in a college, who now rose ordinarily to be a Principal, was debarred from the Directorship because he had not had experience as an Inspector, it would close to him the most lucrative and the most educationally attractive appointment in the service. There was also the other disadvantage, namely, that it tended to make him limited in his views. He would tend to develop solely within the four walls of his college and in respect only of his particular subject, and would not take that general interest in the educational problems of his province which was advisable. On the whole, therefore, elasticity was desirable.

83,855. (*Lord Ronaldshay.*) The Professor of Mathematics in the witness's college was doing precisely the same kind of work as was being done by members of the Indian Educational Service. He had had no training in Europe, but had received his education entirely in India at the Calcutta University. None the less Indians should not ordinarily be appointed to the Indian Educational Service unless they had been educated in Great Britain. The Indian Educational Service should normally be manned by officers who had

experienced the stricter discipline of the West, and who had had continuous contact with the educational institutions and methods of study prevalent in Europe. It would create a great grievance if a Provincial Educational officer were advanced to the Indian Educational Service on the ground that it was not considered essential to recruit in Europe for that particular subject, either on account of the nature of the subject itself, or on the ground that it was proposed to limit (and that probably but for a time) advance in the direction of developing the teaching of the subject. Such promotion would create invidious distinctions between subjects and penalise certain professors, whilst unduly and out of all proportion promoting others. In promoting such officers we should also be closing our doors to advance in the standard up to which the subject could be taught. It should be remembered that Provincial Educational Service officers were, generally speaking, on a level as regards their attainments.

83,856. (*Mr. Sly.*) His suggestion that the long vacation might be combined with the *Puja* holidays was not possible under present conditions.

83,857. (*Mr. Fisher.*) An Indian Educational Service officer recruited for college work on his arrival in India should be attached for a period of three months to a selected professor of his subject, preferably in a large Presidency College. It was difficult for a man who had come straight from a university laboratory in England to realise the conditions of Gauhati. If he could remain in the Presidency College for a month or so he could pick up much useful experience.

83,858. There would be no objection on the part of parents to the vacation being prolonged to four months, nor would there be any educational drawback to the pupils.

83,859. (*Mr. Macdonald.*) In 1911, the Professor of Chemistry at his college was Babu Chuni Lal De, but at the present time there was a Scotchman recruited by the Secretary of State as Senior Professor. Babu Chuni Lal De had not resigned, but was still on the staff as a Professor of Chemistry. The substitution was made because the witness wanted an officer with higher qualifications for the college. The gentleman selected had special qualifications, and it was now hoped to teach up to the M.A. standard.

83,860. In filling up the post, witness was unable to say whether it was considered if a graduate of the Calcutta University was available; witness had no direct concern with that. He had pointed out that he desired an officer with high qualifications, and in the ordinary course of things his application was sent by the Local Government to the Government of India and passed beyond his ken. He was unable to say whether there was any attempt made to supply an Indian for the office.

83,861. (*Mr. Abdur Rahim.*) Bengali officers in the Educational Service in Assam had done a great deal of useful work, and were indispensable at the present time. The more enlightened people in Assam preferred to have Bengali professors until such time as qualified Assamese were forthcoming.

83,862. (*Sir Valentine Chirol.*) The choice of a professor was not restricted to either Assamese or Bengalis. There was no reason why members of his Provincial Service should not be selected from other provinces of India.

(The witness withdrew.)

A. C. DATTA, ESQ., Principal, Murarichand College, Sylhet.

Written Statement relating to the Education Department.

83,863. **(I.) Methods of recruitment.**—The service is recruited from the best available Masters of Arts of Indian Universities, and, in a few cases, from Indian Graduates in Honours of European Universities. The principle of recruitment is sound, and no change in the methods is desirable.

83,864. **(II.) Systems of training and probation.**—The training and probation are, at present, co-existent, the period of probation being supposed to be also the period of training, which is not less than a year. No value can, however, be attached to the training obtained during the period of probation. Highest literary attainments do not always imply good Educational capacities, which are the products of prolonged experience far beyond the probationary period. No training period or system can, therefore, be prescribed.

83,865. **(III.) Conditions of service.**—They are fairly good, considering the general kind of material available for the service. But there is considerable room for improvement in order to draw better kind of material to the service. The service is not, at present, manned throughout by the best products of the Universities, but, in many cases, by such as, finding no immediate prospect of entering what are considered to be better services, enter this service with the full consciousness that there are other and better services: this, in itself, is a demoralising factor in the conditions of the service. In the allocation of importance and prospects to various services, the fact is entirely overlooked that Educational work necessitates more comprehensive knowledge than mere capacity for passing even the highest examination in the prescribed courses of a subject. The Provincial Educational Service has, moreover, been rendered as a sort of watertight compartment so far as any promotion to the higher service goes. As a consequence, some people regard a transfer from Provincial Educational Service to Provincial Executive or similar other service as a sort of promotion. On the other hand, Educational Service should be regarded as an exclusive one, meant for specialists only. Here I am constrained to remark that specialisation is ill-understood in this country, where taking an M.A. degree is considered to be the end, instead of the means, of specialisation. It is essential that Educational Service should not be looked upon as a mere profession, but as a basis for a lifelong studentship. "*Homines dum docent discunt*" is a very wise motto for every Indian teacher. It is, therefore, imperative for the profession itself, and particularly for the Provincial Educational Service which is manned by Indians, that the service should be made primarily attractive, so that best Indian intellects should be drawn to it and retained in it. This leads me to the next head of enquiry, *viz.*—

83,866. **(IV.) Conditions of salary.**—At present the Service is divided into 8 grades, the salary ranging from Rs. 200 to Rs. 700 only. This, in addition to the watertight character of the Service, is less alluring than in any other similar services in other Departments. The rate of promotion is very slow, such that, on an average, it takes a man over 20 years to rise from Rs. 200 to Rs. 500.

I propose a time-scale salary beginning with Rs. 250 and, in ten years, by annual increment of Rs. 25, rising to Rs. 500. This will run the Provincial Service on a parallel with the Indian Educational Service; and an invidious comparison with other Provincial Services will be avoided, besides, making promotion up to certain extent well-secured. Beyond that, three grades may be created on Rs. 600, Rs. 800 and Rs. 1,000, respectively, promotion to which should be given by selection only, the highest grade of Rs. 1,000 being reserved for Principals of Colleges and Inspectors of Schools, one or more of such posts (according to the conditions and requirements of the Educational Service in a province) being *listed* for the Provincial Service. It may be supposed that there will be a hardship in the majority of cases by the cessation of promotion after the first ten years of service; but the hardship will be more in appearance than in reality, since a continuous promotion up to a steady income of Rs. 500 a month, after ten years' service, will assure the future of the incumbent, if he is not better suited by the prolonged training, for more qualified promotion as provided in the subsequent grades. The parallelism with the Indian Educational Service may, however, be run yet closer by granting a personal allowance of Rs. 50 only to an officer drawing Rs. 500 if he continues to serve in the same position for ten years without further promotion.

83,867. **(V.) and (VI.) Conditions of leave and pension.**—The existing conditions have hitherto produced no harassment to the members of this Service. But I should like to propose that privilege leave on full pay for a period not exceeding 3 months in continuation of one of the vacations may be granted to Indian members of the Provincial Service, who will want to travel in Europe, making it a condition that not less than one month of the leave thus granted should be spent at some University

83,868. **(VII.) Such limitation as may exist in the employment of non-Europeans and the working of the existing division of services into Imperial and Provincial.**—The present system of division into Imperial and Provincial Services practically excludes Indians from the Imperial Service; but the prospects being improved as suggested above the division will not be a great hardship, provided that persons holding posts in the highest grade of the Provincial Service (getting Rs. 1,000) should be considered eligible for promotion to such posts as are open to the members of the Indian Educational Service carrying salary above Rs. 1,000, reserving that visits to European Universities while in service should be regarded as a qualification for such promotion. This will amount to giving to a Provincial Service officer in the highest grade the same treatment as to an officer of the Indian Educational Service on the same salary and in the same position.

83,869. **(VIII.) Relations of the Educational Service with the Indian Civil Service and other services.**—As far as the Provincial Service is concerned the present relations are highly disparaging to the Educational Service, which has often been resorted to as a stepping stone to other services. This can only be prevented by rendering this service more exclusive as suggested in the foregoing memoranda, *vide* paragraph 83,865.

Mr. A. C. Datta called and examined.

83,870. (*Chairman.*) The witness represented the Provincial Educational Service of Assam, and was Principal of the Murarichand College, Sylhet, which was staffed by Indians. It was a private college, which was taken over by the Government on the 1st April, 1912. There was no Indian Educational Service officers in the college. The staff consisted of seven Professors and two Demonstrators, all from the Calcutta University. The Demonstrators and one Lecturer were in the Subordinate Service, the others being in the Provincial Service. The post of Lecturer was sanctioned for the Provincial Service, but no qualified man could be obtained. There were 210 students now in the college. The teaching at present went up to the Intermediate standard, but a proposal had been made to raise it to the first grade from 1915.

83,871. There had been instances of professors acting as Inspectors, he himself having officiated as Inspector for eighteen months in the Central Provinces, both in the Provincial Service and in the Indian Educational Service. He objected to interchangeability (except on rare occasions), as a professor had to devote his life to the subject he was teaching, and therefore would not care to give time to acquiring the general knowledge required by an Inspector.

83,872. He was a Cambridge graduate with Mathematical Honours, and had been in the service for nineteen years; but out of that period, for three years he was in the Provincial Executive Service as an Extra Assistant Commissioner in the Central Provinces. Before becoming Principal of the College he was Professor of Mathematics in Eastern Bengal for four years and in the Central Provinces before that. There was a long list of applicants for entry to the College, and he considered the staff was adequate to perform their duties efficiently.

83,873. There were special grounds for an incremental system of salaries in a small service such as that of Assam. Salaries should rise to Rs. 500 a month by a suitable time-scale, which should not extend over more than ten years, and then the door should be open for the promotion of specially qualified officers to the Indian Educational Service, preference being given to such as had some European experience. Officers who were not selected for such promotion should pass on into a grade of Rs. 600, rising to Rs. 800, also by a time-scale.

83,874. Educational officers, especially those in the colleges, should be allowed a period of study leave on full pay, combined with the long vacation, to enable them to go to a European university to see how the work of education was conducted there.

83,875. There had been a few cases of direct recruitment to the Indian Educational Service. There was no objection to recruiting exceptionally brilliant men from the Indian universities in this manner; but he would not make it a general rule, as on the whole it was better for ordinary officers to learn their work in the junior service.

83,876. (*Sir Murray Hammick.*) Members of the Provincial Service should be given every facility to visit Europe for the purpose of observing the working of European universities. He had never taken study-leave himself, nor, he believed, had any other member of his service.

83,877. (*Sir Valentine Chirol.*) The difficulty about direct recruitment in India was that, although a man had taken a good degree, it did not follow that he was qualified for educational work. The same difficulty beset direct appointments from England.

83,878. (*Mr. Abdur Rahim.*) The witness would admit both Indians and Europeans by direct appointment. He did not approve of the present method of recruitment to the Indian Educational Service, by which the appointments were made solely in England, because that debarred Indians from entering; he wished to see recruitment to the Indian Educational Service in India also.

83,879. If facilities for study-leave were granted, they would be taken advantage of, though at first in only small numbers.

83,880. (*Mr. Madge.*) He would not insist on listed posts in a small province like Assam, but would rather leave it open to the Director to recommend a man for promotion to the Indian Educational Service according to his qualifications.

83,881. (*Mr. Fisher.*) The witness was of opinion that it would be difficult to combine the long vacation with the *Puja* holidays; but if it could be done, it would be of some advantage to the professors in enabling them to keep up their studies, and would not make much difference to the pupils. As a rule the University examinations were just prior to the long vacation, so that the vacation was taken up by examining papers, etc. It would not be possible to shift the vacation without shifting the examinations to mid-summer which would be very inconvenient for students.

83,882. No M.A. work was done in Assam. Some of the professors were engaged privately in research work, but none of the pupils worked in that direction yet.

83,883. In selecting professors for the Assam colleges, reliance was placed upon Bengal. It was not necessary to have as professors only such men as had done original research, but it was an advantage.

83,884. (*Mr. Sly.*) At present the posts in the Provincial Service were filled by Indians who were actually engaged in teaching in the colleges as lecturers and professors, and he proposed that they should constitute the Provincial Service, and should be given facilities for promotion to the Indian Educational Service. There was no objection to a system under which certain of the professorships were in the Indian Educational Service and others in the Provincial Educational Service. According to his scheme, the professors would be in the Provincial Service only for a limited time, and if they qualified for promotion they would be promoted to the Indian Service. No number would be fixed; but when a vacancy occurred, Government would consider whether there was a qualified man in the Provincial Service, and if there

was, they would recommend his promotion. Otherwise they would go outside for a man. He did not wish to raise any bar to the direct recruitment of Indians.

83,885. No head master should be in the Subordinate service. At present they were, but a proposal had been made to revise the system, so that they and the Deputy Inspectors would form a higher grade, analagous to the present junior grades in the Provincial Service.

83,886. Generally speaking, he preferred to have Indians appointed to the colleges by direct recruitment rather than by promotion from the Subordinate service.

83,887. (*Sir Theodore Morison.*) There were local conditions which prevented the vacation being fixed merely to suit the colleges. The *Puja* holidays were connected with a Hindu religious festival, and could not be altered.

(The witness withdrew.)

Miss Lilian Brock, Inspectress of Schools, Presidency and Burdwan Divisions, called and examined.*

83,888. (*Chairman.*) The witness was the Inspectress of Schools for the Presidency and Burdwan Divisions, Bengal, and had under her six Assistant Inspectresses who were all Indians. She had occupied the position for nearly ten years. Before coming to India she had taken her degree at the London University in the first class, and was the senior English scholar at the University College, London. She also took the diploma of teaching at the Cambridge University with distinction. Her teaching experience in England was obtained in a high school and as lecturer in a secondary training college, and also in connection with the training of primary teachers under the London County Council.

83,889. It was absolutely necessary for a Senior Inspectress to have had an English education. An education in India, followed by a training in England, would not be adequate. If Indian ladies qualified at an English University, they should not be debarred from becoming Inspectresses of Schools; that experience had to be obtained, but they should have a year in a secondary training college before coming out, and then several years of teaching work, or work as Assistant Inspectresses before actually undertaking an Inspectress's responsibilities. Up to the present no Indian ladies had gone to England to qualify themselves on the lines indicated. One Hindu lady, who had taken her degree at the Calcutta University, was sent to England for two years' training in a normal secondary college. Had she been sent to England earlier to take a degree, and, in addition, had she had a careful training, she would have done very well indeed, but her present experience was not sufficient to qualify her for the post of Inspectress. There were no Indian women yet ready for the higher service.

83,890. The Indian Assistant Inspectresses under her were picked women, and had done remarkably well under exceedingly difficult conditions. There was no need for European ladies as Assistant Inspectresses, as Indian ladies could do certain kinds of work far better than Europeans. English ladies were needed for organization and administration, whilst Indian ladies were able to keep in touch with local needs and Indian life in a way which no European could possibly do. There was not a large number of Indian ladies to draw from, but it was now sufficient and was increasing rapidly.

83,891. All the work of organisation was in the witness's hands. In her two divisions there were 1,831 institutions, of which ten were English high schools, six training departments, five technical schools and the remainder primary schools. In the course of a year she could inspect about a hundred of the primary schools, and the assistants probably inspected between 150 and 200 each. The English high schools were entirely under her inspection, as was also the organisation of the training. Hitherto less than a quarter of the schools had undergone inspection during a year. It was only recently that she had the six Assistant Inspectresses given to her; in the Burdwan Division she had only one formerly.

83,892. All the official work of the department was in her hands, and in the course of a year something like 3,000 official letters and reports were sent out of the office. She had also a great deal of committee work of various kinds, and much pioneering work, visiting districts, seeing committees and influential people, and endeavouring to open schools. The present staff was most inadequate for the work. She required a larger number of Assistant Inspectresses. An Inspector was out of place in a girl's school in an oriental country.

83,893. The salary of the Inspectresses was inadequate. Although supposed to be in the higher service, they were not paid the higher service rates of pay. Her own pay at present was Rs. 550 a month. She suggested an initial salary of Rs. 500 rising to Rs. 1,000 by annual increments of Rs. 50. The Assistant Inspectresses began at Rs. 200, which was adequate, but they had not sufficient prospect. She had an admirable assistant in the Presidency Division, who had done splendid work for eight years but had only had Rs. 50 increment during that time. An Assistant Inspectress should have Rs. 200 rising to Rs. 500 a month.

83,894. Travelling expenses were adequate, she herself having first-class allowances and her assistants, second-class.

83,895. There had been moments of danger, especially during recent years, both to herself and to her assistants. He assistants, specially, being Indian women, required greater safeguarding. During the last month she had been allowed an orderly, but wished also when on tour to be allowed an ayah. Government should pay the ayah's travelling expenses on a generous scale. The appointment of an orderly had been a blow to the Assistant Inspectresses, because previously they had taken with them a *chaprasi*, who did their cooking for them, and they were now obliged to take a second servant, which made a heavy drain on their income. She objected, however, to Assistant Inspectresses going about simply with a *chaprasi*. Each Assistant Inspectress should have the travelling expenses of an ayah allowed her.

83,896. At present Inspectresses suffered hardship from the lack of suitable accommodation. They often had to take their chance in the dâk bungalows with people travelling in a private capacity. Stringent orders should be issued from headquarters that Assistant Inspectresses were to take precedence of the latter. She herself had experienced the difficulties referred to, but not so often as her Assistant Inspectresses.

83,897. The maximum period of service should be twenty years with the option of retiring on whatever pension was earned, after ten years, without a medical certificate. If the retirement was on medical certificate after ten years, generous treatment should be allowed. Twenty years was quite long enough for a lady to work all the year round in the plains.

83,898. The witness was granted a house allowance of Rs. 100 a month.

83,899. The question of the organisation of the work of inspection of girls' schools had never been faced in the province. Her duties cut right across the work of the Divisional Inspector, and little by little certain sections had been transferred from his to her office, but there was an immense amount more to be done in this direction.

83,900. (*Lord Ronaldshay.*) The witness was just back from a long leave of twenty-two months, and while away a lady in the Provincial Service, the head of the Kurseong Government School, was put into her place to keep things going. At present there was no one capable of taking up the work in her absence. At the same time there was no need to keep a European Assistant Inspectress in training for the post of

* This witness did not submit a written statement.

Inspectress. She would be of no service whatever, except when the Inspectress was on leave or had finally retired. She could only suggest that, as time went on, more women would enter the higher service, and therefore be available. There were many posts that should be posts in the higher service, and she hoped that more English women, or women qualified to be in the higher service, would take them up.

83,901. All the Assistant Inspectresses tended to be either Christians or members of the Brahma Samaj. At present they were all Christians. It was impossible to expect Hindu women to come forward, having regard to the present feeling of Hindu society on the subject.

83,902. (*Sir Theodore Morison.*) The post of headmistress of the Bethune College, which was in the Provincial Service, ought to be in the higher service. There had been an idea of creating various Government high schools for girls; and if this materialised, English women, properly qualified and trained, should be placed at their head. In case of necessity such a woman might act as an Inspectress, but there was the difficulty of transferring people from the teaching to the inspecting side. It was possible that the headmistress of a high school would make a competent inspecting officer; but it was a difficult position in which to place a woman without previous training.

83,903. One or two institutions for girls had been founded and managed by Indian ladies, as, for instances, the Brahma Girls' School, but most owed everything to English ladies. The great drawback in India was that so much of the best work on the women's side was being done by English influence and supported by English effort, and she desired to see more initiative on the other side. It was not necessary for her to visit a district in order to found a school. She was often invited to come by the villagers, or by the Secretary of the Managing Committee, after a school had been already started.

83,904. (*Mr. Sly.*) The 1,831 institutions in her divisions were nearly all aided institutions. There were 22 Government model schools, the Bethune College and High School, and one training college for Hindu women. The training departments, with the exception of the Hindu Widows' Training Institution, were all aided and under Government. Unless they were worked on zanana lines, there was no bar to the Inspectors or Deputy Inspectors visiting them, but the Inspector hardly ever did so, and the Deputy Inspectors very seldom. As the female staff grew, there was a tendency on the part of the Inspectors more and more to neglect the girls' schools, but, until she had an adequate staff of Assistant Inspectresses, the Deputy Inspector would have to continue inspecting.

83,905. The majority of the teachers were still pandits, but she was endeavouring to train a large number of female teachers to take the place of men teachers.

83,906. There had been a considerable advance in recent years in the number of schools, and the schools under mission management had markedly improved. Most of those were staffed by trained female teachers. The quality of the primary schools, outside the mission schools, had not much improved. In a well managed school, children would be found in the third and fourth standard, and sometimes even in the fifth and sixth. The Bengali had no objection to his girls remaining in school until the age of marriage at ten or twelve, and in certain schools, which were *purdah*, the girls were often allowed to return after marriage. She did not think any large percentage of parents looked upon a girls' school as a sort of crèch. Every inducement had to be used to get children into the primary schools even to sending conveyances and maids to fetch them.

83,907. The witness was not the only Inspectress of Schools. Miss Garratt had charge of the eastern part of Bengal, and Miss Somerville of Assam. Although she had been in the country longer than either of those two ladies, and was therefore Senior Inspectress, she had no jurisdiction over them. They were both in the higher service. In Bengal there were only two circles—Miss Garratt's and her own.

83,908. (*Mr. Fisher.*) The mission high schools for girls had at least three highly-qualified English ladies on the staff, and special grants had been given by Government to assist them. The Brahma Girls' School and the Victoria Institution were anxious to add English members to their staff, but it was a question of means. In the six training departments there were English teachers, with the exception of the Hindu Widows' Training Institution. There was one large technical institution for Hindu widows in Calcutta, which was entirely run by Indians; the training classes were generally classes held by mission ladies who had a knowledge of the work.

83,909. The Assistant Inspectresses were generally trained in an English high school or the Bethune College School. They obtained an excellent education in the English high schools, but she was very anxious to have a secondary training college under a principal brought from England, and a well-qualified Indian lady as second in command. A staff of three would be sufficient to commence with. The object would be to train secondary teachers. At present there were many facilities for the training of primary teachers. There was now no place in which to train members of the Brahma Samaj, because they would not go into Christian training classes. No doubt some of the teachers would become Assistant Inspectresses in time, and it was to the secondary training college that she looked for improvement in the organisation and working of the inspecting system.

83,910. (*Mr. Macdonald.*) The witness admitted it was a defect in the system that she had no one who was qualified to take her place in her absence. She did not think any English lady would consent to take a post of Assistant Inspectress; but if one could be obtained on superior rates of pay, it would be possible to make over to her certain departments of very useful work. She might receive the name of chief assistant.

83,911. Inspectresses would probably not care to be restricted to a Provident Fund. They preferred a pension, and wished the pension to be available after ten years' service. She had not, however, considered in detail the question of a Provident Fund scheme as an alternative to an early pension.

83,912. (*Mr. Madge.*) It was possible that, as the work grew heavier, an Assistant Inspectress as second in command might become necessary, but there would always be certain kinds of work which she would be obliged to keep in her own hands. At present she desired to have a larger staff to take a good deal of the subordinate work off her shoulders. She did not think that female education had advanced sufficiently in India to provide qualified Indian Inspectresses. An Indian lady in certain matters was very valuable, but there were essential qualities required in an Inspectress which the Indian lady had not yet attained. At present Indian ladies were only two generations outside the parda and it was wonderful that they had learned so much. They had the capacity, but required experience and training. A lady who held the position of Principal of the Bethune School might make a very good Inspectress, but an academic post was not a good training for administrative work.

83,913. She had known two Anglo-Indian ladies who had held the position of Assistant Inspectresses, but none who had been Inspectress.

83,914. (*Mr. Abdur Rahim.*) The Bethune College had been under a Brahma lady. She did not propose to put the school department under a European head mistress, but the College under a European principal. At present there was only an Officiating Principal. She had heard a large number of influential Indians, Brahams and Christians say they would like nothing better than to have a European Principal at the college.

83,915. With reference to Muhammadan education, she had been able to influence female education amongst the Muhammadans to some extent; and the Muhammadans were at last moving. At present the situation was most promising, and the next year or two would see remarkable development in West Bengal. The most influential men in the young Musalman party were assisting her enthusiastically. Two promising *pardanashin* schools had been estab-

lished in Calcutta. One was about to be provincialised, and substantial aid was to be given to the other. At present the number of scholars was about sixty, but that would be doubled when conveyances were obtained from Government. The girls came from the best classes of Muhammadans in Calcutta, and some of them were fifteen and sixteen years of age. There was a large number of Muhammadan *maktabs* in the mufassal, and she had asked for small grants for them. There was an institution at Midnapur for which she had tried to get a grant.

83,916. (*Sir Valentine Chirol.*) For purely Indian work she would rather not have Anglo-Indians as Assistant Inspectresses, owing to the friction that might occur; she did not think such selections would please the Indian community. Anglo-Indian women could not be employed in connection with the education of Indian women.

(The witness withdrew.)

At Madras, Friday, 30th January 1914.

PRESENT:

The Right Hon. the LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

The Earl of Ronaldshay, M.P.	Mahadev Bhaskar Chaubal, Esq., C.S.I.
Sir Murray Hammick, K.C.S.I., C.I.E.	Abdur Rahim, Esq.
Sir Theodore Morison, K.C.I.E.	Walter Culley Madge, Esq., C.I.E.
Sir Valentine Chirol.	Frank George Sly, Esq., C.S.I.

Herbert Albert Laurens Fisher, Esq.

And the following Assistant Commissioners:—

R. G. Grieve, Esq., M.A., Deputy Director of Public Instruction, Madras.

M.R.Ry. M. Kameswara Rao Pantulu Garu, Acting Inspector of Schools, II Circle, Guntur.

M. S. D. Butler, Esq., C.V.O., C.I.E. (*Joint Secretary*).

Sir A. G. Bourne, K.C.I.E.,* Director of Public Instruction, Madras, called and examined.

83,917. (*Chairman.*) Witness had occupied his present position since November 1903. He had been twenty-eight years in the service, and had had experience also as a Professor.

83,918. He agreed with the views set out in the corporate written statement of the members of his service, provided that everything remained on the present general basis. The written statement did not pre-suppose any great change in existing arrangements.

83,919. He would divide the posts on different lines to those now followed, and would include all principalships, vice-principalships, and professorships in one superior service, and the less important appointments in a lower service, assuming still that professorships, principalships, and all teaching posts remained as Government appointments.

83,920. He would abandon the present two parallel services, and would divide the present superior posts in the department into two branches, with the more important ones in one, and the less important ones in the other. The opportunity should at the same time be taken to raise into the second service a number of posts which were now in the subordinate service.

83,921. Such posts were the district assistant inspectorships, and the assistant professorship. Of the assistant inspectorships, about eleven or twelve were in the provincial, and eleven in the subordinate service. Both officers were doing practically the same work. He was not prepared to state the exact number of assistant professors, whom he would bring up into the second service, but speaking generally no man ought to be called an assistant professor, who was not fit to be placed in the second service. When the assistant inspectors and assistant professors had been placed in the second service, there would be left in the subordinate service, in the inspecting branch, the great mass of sub-assistant inspectors and supervisors, and, in the colleges, some assistants to the professors.

83,922. There were at present four provincial service professors, who were really doing the same kind of work as the imperial service professors. There was nobody above them in their own subject, and they ought to be in the senior service.

83,923. For the subordinate and the second service he would recruit mainly statutory natives in India.

83,924. It was very difficult for him to say on what terms he would admit Indians into the highest service, because he felt personally that the time was coming when teaching posts should not be Government posts at all. It seemed to him that the duty of Government, in the present state of India, ended with the control of the share of the public funds devoted to education. Therefore, though there should be an educational department of direction and inspection, controlling the spending of public money, Government might very well withdraw from direct teaching. His suggestion was that the State should provide the money for teaching, but that the teaching administration should be handed over to the University. There

* This witness did not submit a written statement.

was now an opportunity for making the University a more distinctly teaching institution by handing over to it the Government colleges. He would thus relieve the Government from direct responsibility for teaching, but would give them representation in the University. He was afraid this expression of his views would not much assist the Royal Commission in coming to a decision as to the conditions under which Indians should be admitted to posts in the services, as now organised, but he felt too uncertain about the present structure to care to build too much upon it.

83,925. It depended upon what an Indian was expected to teach in the college, whether he should possess an English University degree, or whether he should be admitted upon his Indian University credentials. If a man was required to teach only mathematics, he might, no doubt, be recruited direct from an Indian University. There was no difference between mathematics, as taught in England, and mathematics as taught in India.

83,926. For many years to come the men at the top of the inspectorate should be Europeans; and he would withdraw the senior inspectorships, now occupied by Indians in the provincial service, and hand them over to Europeans. He would not be against the promotion of Indian assistant professors to professorships, and would prefer to get Indians in this way, than to take young men who had taken brilliant degrees in India, and then gone to England and received a training in an English University.

83,927. Very little had been heard about the dissatisfaction amongst the provincial officers of the service under the present parallel system before the appointment of the Commission. His suggestion with regard to the professorial service should remove whatever feeling of dissatisfaction there was. The fact could not be gainsaid that there was a great demand on the part of the people for Europeans in the educational service. Europeans were always being asked for by Native States, and were sought after by private institutions, which could afford them. He would certainly regard the general contentment of the service as an important factor in its efficiency.

83,928. He would make a difference between the salaries paid to Indians who had attained to the higher service and those paid to Europeans. But the difference could be expressed, if so desired, in the terms of a foreign allowance to the latter. The term "professor" was confined in Madras to one member of the provincial service. No other provincial officer was addressed as professor. There was a clear distinction in the civil list between professors and assistant professors.

83,929. There should be no interchangeability as between the professors and the inspectors. There had been instances in which professors had been changed from chair to chair in rather an unsuitable fashion, but it was almost impossible to avoid that in a small service. As the cadre expanded, the difficulty could be obviated. It was temporary in character, and could largely be surmounted by some leave reserve, or by interchanges between provinces.

83,930. There were no "additional inspectors" in the Madras Presidency.

83,931. The present departmental language examination was inadequate. When he first joined he had to teach a class before the examiners. That was a practical method, which might be revived with advantage. To make an inspector an efficient officer it was not necessary for him first to be a headmaster.

83,932. There were only ten officers in the Indian Education Service in Madras with more than ten years' service. A number of posts had recently been created, and therefore there was a large number of junior men. There was a gap in the service between the senior men and the junior men. There had been very few retirements of recent years. The men of under ten years' service had no present grievance as to salary, but suffered from apprehension as to what their prospects would be in the future.

83,933. At present officers were recruited at about the age of twenty-eight. Under ordinary normal conditions, an officer could continue in the service until he had reached 54½. He thought the pension rules probably affected recruitment. A man saw before him certain prospects, and he felt he was going to be tied down for a number of years, and he thought twice before accepting a position.

83,934. (*Sir Murray Hammick.*) He was not altogether satisfied with the present system under which higher education in the presidency was conducted. It was so problematical whether the development of the existing system was likely to lead to better results that he would be inclined to press upon the Commission that, instead of bettering the present conditions of the service, they might consider whether a complete change should not be made in the system, under which the Government was connected with higher education in the country. For University work there was something rather mischievous in the idea of a service at all, and the system of a pensionable Government service for professors was distinctly an unsatisfactory one.

83,935. There were very few parallels elsewhere for the present Indian system of offering the same pay to all the professors, whatever their qualifications. He would be inclined to favour a system under which the Government, or the University, would enlist professors singly, but Europeans would not come to India on short term agreements if compelled to retire at the end of that term. A man should be given the option of retiring at any time, if he so desired, in order to obtain a better position elsewhere. To facilitate such a system he preferred a provident fund, similar to that in vogue on the railways, to a pension system.

83,936. (*Sir Valentine Chirol.*) He would be very much inclined to leave to the University the recruitment of the professorial staff. Following upon that, he would wish further to strengthen the hands of Government with regard to inspection, so as to make certain that the European tone and influence would be maintained. He therefore attached great importance to the maintenance of a small band of Europeans, who would supervise the whole of the large subordinate inspecting agency which was necessary in India. He recognised, however, that an Indian might become Europeanised. An Indian, who spent the whole of his school and college life in a western country, practically became Europeanised, and he would treat such a man as a European.

83,937. The standard of education at the Madras University was sufficiently high to satisfy the expectations of any capable man, who came out as a professor. There was ample scope there for any man of any calibre to pursue his subject to any extent he liked.

83,938. Under his scheme the University would be entirely free to recruit Europeans or Indians, and if the Madras University were to select a European instead of an Indian, it would be because it was satisfied that there was no Indian at that moment qualified to fill the position. His scheme, therefore, would really meet, to a great extent, the grievance which at present existed amongst Indians in the Educational Service, that they did not get the chance of rising to the highest positions. He thought that complaint was largely because Government appointed. On the other hand, he desired to see on the administrative side, a higher European element maintained, for the purpose of keeping up the European tone of education generally, and not in order to keep out the Indian.

83,939. The number of Europeans employed as inspectors would depend largely upon the funds which were being administered.

83,940. (*Mr. Abdur Rahim.*) He desired a number of Europeans as inspectors, to be assisted by Indians.

83,941. Inspectors inspected secondary and elementary schools, but they could not go to all the elementary schools. In such schools the instruction was imparted entirely in the vernacular.

83,942. European inspectors were not much handicapped in the inspection of the vernacular classes, by not having the same command over the language as Indians. He himself had been to schools, where he had not known the language, but, by asking a question here and there, quickly found out whether the teaching was good or bad. An inspector could easily discover the quality of the teaching, without necessarily knowing the language. Many of the sub-assistant inspectors in Madras were, as a matter of fact, kept back from promotion because they had not

passed their second language examination. An Indian no doubt appreciated a vernacular more fully than a European, and would better know what was going on, but merely to understand what was passing between the teacher and the boy did not count for very much in the matter of inspection. This alone would not give an idea as to whether the method of teaching was a suitable one.

83,943. Some of the Indian inspectors were trained in the Teachers' College, but not all. The European method of teaching was taught.

83,944. Ordinarily speaking, three or four years at a University was not a sufficient time for an Indian to imbibe the western spirit, and to acquire western methods of teaching. An Indian should go to an English school at a very young age for this.

83,945. There were no Muhammadan inspectors in the service. There were two Muhammadan assistant inspectors, six sub-assistants, and twelve supervisors.

83,946. Each Muhammadan sub-assistant had charge of from four to eight revenue districts, and each Muhammadan supervisor of from two to three districts. There must be either one set of inspecting officers, with a few for peculiar circumstances and special communities, or a network of these officials spread over the whole area for each community to be inspected. Under such a system there would be Muhammadan inspectors for all Muhammadan schools, European inspectors for all European schools, inspectresses for all girls' schools, and Hindu inspectors for all Hindu schools. Possibly Muhammadan education might be improved if there was a good Muhammadan inspector to advise Government in the matter, but he was not prepared to accept several networks of inspecting agencies spread all over the country. There was, however, room for an increase in the number of the Muhammadan inspecting officers.

83,947. (*Mr. Madge.*) A man who was qualified to be an inspector would soon master local conditions. It was desirable to put a man, on first coming out, under an inspector, so that he could pick up those local conditions.

83,948. He was in favour of a separate and distinct examination in the department for the vernacular languages.

83,949. The inspection circles in the presidency were extremely large. If money was forthcoming, it could be utilised much more quickly, and to much better advantage, if the size of those circles was diminished.

83,950. (*Mr. Fisher.*) There were only four or five schools under direct Government management. The number of headmasters of high schools should be increased, if the number of Government high schools was increased. European headmasters would be efficient in such a position and there was a possibility of getting the required men out. Several missionary and other bodies had managed to get out as headmasters such men as were found in some of the secondary schools and primary schools in England, and in some cases the appointments had been very successful. The difficulty was that the master did not find much society of his own class, and that tended to limit the appointments to the principal towns. The position of an English headmaster in the mufassal might be a very difficult one.

83,951. No Indian had ever been recruited by the Secretary of State to be principal of the law college. The appointment was open to Indians and Europeans, and it was within the power of the local government to suggest a particular name. The appointment of the junior professor at the law college was also in the hands of the Secretary of State. No Indians had been appointed to either of those posts.

83,952. The distinction of function between professors and assistant professors was much the same as in colleges in England. In practice the professor gave lectures of a higher type, and the assistant professor tutorial instruction. It depended however upon the subject. It did not necessarily follow that professors gave every sort of teaching. When he was at the Presidency College, he himself took the junior classes once a week in certain subjects, with a view to bringing himself into contact with a large number of students. It was advisable that a professor should occasionally do work, which would ordinarily appertain to his assistant. The term professor was used simply to denote that a man was at the head of his department.

83,953. The University had recently adopted a system of honours courses, and there was no M.A. course now. The leading professors were more and more engaged in teaching for honours work. There might be a division on those lines, though the thing was being done on rather a small scale. He did not think the difficulty was so great as to prevent a distinction between the two services being arranged for.

83,954. He agreed that recruits should be Englishmen, not of promise but of performance, who were definite experts in their different lines of work, and should be recruited rather older than at present. Under the existing system a certain number of young Englishmen were recruited for professorial chairs, who could not be regarded as specialists, and those appointments were rightly criticised. The appointments were defended from another quarter on the ground that the young men were very valuable elements in college life in India, but when he spoke of college work in connection with the professor he did not mean school work. The colleges in Madras were becoming less and less schools. The direction in which he should work would be towards recruiting more eminent specialists, and less and less young Englishmen of no marked qualification or distinction.

83,955. (*Mr. Sly.*) There were three first-grade Government colleges in the Madras Presidency, the Presidency College, which had a number of branches for honours students, and one each at Rajahmundry and Kumbakonam, both of which went up to the B.A. standard without honours. There was one second-grade college. He should not like to say that they stood out very prominently, as compared with the aided colleges, but the Presidency College was undoubtedly the best. His proposal was that those four Government colleges should be handed over to the University, but he was not prepared at the moment to put forward a scheme in a concrete form. He did not think that the colleges would need to have outside governing bodies controlling them to any greater extent than, say, the Christian College had, which was now inspected and controlled by the University. The provision of funds, and the appointment of the staff, was no doubt in the hands of a council, but a university body would appoint the staff in particular colleges, having regard to what material was available in India at the time, and what might possibly be available in England. However recruitment was brought about there would always be the difficulty of one set of men being recruited in one country and another in another. Probably when a vacancy occurred on the staff advertisements would be issued both in India and in England. That was being done at present for professors for the University. It would probably happen that no one would be obtained from England except when no suitable man was available in India.

83,956. The Director of Public Instruction was not a Secretary to Government, but there was no trouble in carrying out the duties of the post under present arrangements. He was not in favour of making him definitely a Secretary to Government, assuming that no change was made with regard to the Secretariat. At present the Director had access to the controlling authority, and was always asked for advice in any important matter.

83,957. The majority of Europeans preferred to be in Madras rather than in the mufassal. Whether a provincial officer would rather serve in Madras or in the mufassal would depend upon the class of the community to which he belonged.

83,958. There was no necessity in the educational service for presidency allowances.

83,959. (*Mr. Chaubal.*) The Government was not a suitable agency for direct educational effort. They should control the expenditure of public funds. A college would be better if managed by an educational body, not only from the point of view of recruitment, but from the point of view of the whole management. At present the University sent its commissioners to

the college, who might say that this and the other must be done or changed. Then the report was sent to the Director who had to send it to the Government. That seemed to be an anomalous position. Under his recommendation the Government would have nothing to do with the standards adopted for teaching, but would merely administer the funds, which would be given as a subsidy. He had not considered whether the vice-chancellor of the University should be a Government officer, as he had only seen the question raised with regard to Bengal for the first time on the previous day. The Government would be represented on the Senate and would have the power of the purse.

83,960. All the superior inspecting officers should be Europeans, or Indians who were thoroughly Europeanised, and that applied, whether the present system was retained or the suggested system adopted. At present out of eight inspectorships in the Province two had been held by Indians. A start was made with two Indians out of four inspectors, on the recommendation of the last commission, and when the inspecting body was increased to eight or nine there were still only two, and he recommended that those should be abolished. He considered that the system of dividing up the work territorially, and giving one bit of territory to an Indian and another bit to a European was an anomaly. It would be more logical either to have all Indians or all Europeans. The work which an inspector of schools had to do was systematised, but it was impossible to lay down any rules in black and white for inspection. He rather looked to an inspector to try and improve the state of education and not merely to carry out inspections of schools. The employment of Indian inspectors, who had been trained in western education, was desirable, as unless a man was thoroughly acquainted with really good schools, such as were to be found in England, there would be some difficulty. He did not say that such men were always obtained even among Europeans, but that was the object aimed at. If a man had some experience as deputy or assistant inspector of Indian schools, and went to England to study the different systems, he might be valuable as an educational inspector if his term in Europe was made long enough, but it would be better for him to come from a public school in England.

83,961. He had made no proposal that all the professorships should be held by Europeans. He was strongly in favour of securing Indian professors for any subject in which they were found fit. In those circumstances, other things being equal, it was desirable that a professor should be an Indian. He would have no objection to appointing an Indian from a local university who went to England and specialised in any particular subject. He would hardly go so far as to say that assistant professors were the proper men to be promoted to be professors, but he would ordinarily look to the assistant professor as one of the possible candidates when a professorship fell vacant. It was possible that men might be obtained from England, under whom graduates might be trained to fill professorships later on, but he demurred to the idea that even the very best man could necessarily train another man to be as good as himself or even good enough. The idea of training a man to be a professor was foreign to his ideas of education. If a student was capable of imbibing the spirit of the professor, and was a suitable man in every respect, he would be put into the post. During the last twenty years some of the men who had been brought out as professors in different subjects had been capable of doing the highest university work as distinguished from purely professorial (teaching) work, but he should not like to say that all of them had.

83,962. He believed that the complaint of the provincial service as to the distinction between Indian professors and European professors had some ground, in that the work was identical; but he found nothing incongruous in an assistant professor giving a course of advanced lectures in many subjects, as advanced lectures were much easier to give than a general course to junior students. In such a subject as Physiology a young man might give an advanced course, but it took a Huxley to lecture to large audiences on elementary subjects. The assistant professors were in the provincial service, but they often did the same work and taught the same classes as the professors.

83,963. (*Sir Theodore Morison.*) The director of public instruction had no special control over the colleges at present, except that questions might come to him as to whether another laboratory should be added, and questions of that kind. Questions of discipline were considered by the college council who reported their proceedings to him. The functions of direction could be transferred to the University without difficulty.

83,964. The University was beginning to appoint professors, but no appointment had actually been made as yet. A small committee had been nominated, partly of men on leave, or who had retired, and they would interview various candidates. A preliminary selection was made from those who answered advertisements, and then the list was sent to the committee asking them to interview the candidates. There would always be some one available to assist in that way, who was in close touch with the Universities in England.

83,965. He should not like to say that there was greater keenness and enthusiasm amongst men in independent and private colleges. There were individual cases of enthusiasts both in Government and private colleges. He could conceive that a Government servant might be fettered in giving his opinion on educational questions, but could not realise the sort of occasion on which that would happen. It was not the case in Madras that Government expected members of the educational service to vote in the Senate according to their wishes. He himself had always had a definite understanding with the Government that he expressed his own opinions. He could quote speeches which would make it quite obvious that there had been no Government control in that way.

83,966. Officers were liable to transfer from one college to another, but it did not happen often, as the Presidency College had a fairly large staff, and there was only one Indian Educational Service appointment in each of the other two colleges.

83,967. He contemplated that, when the University was filling the different posts in the colleges, it would have some freedom in paying a different salary to the more advanced professors in the presidency and the mufassal colleges, and that would be one of the advantages of getting rid of the service organization.

83,968. (*Lord Ronaldshay.*) For the first two years of the student's time he was doing work similar to that of a school boy in the sixth form of a public school in England. So much was that so that at one time he had made an effort to get those two years added on to the school course. The second-grade colleges for a long time were merely high schools with two classes added on. Some years ago there would have been no difficulty in giving the whole of the schooling at the schools instead of part of it at the colleges, but the present position had been accepted and should not be disturbed.

83,969. Whether the men, who were recruited for strictly university teaching, had to spend a considerable portion of their time in giving school teaching, depended very much on the subject. In such a subject as biology it was advantageous that a professor should give a few general lectures to the junior classes. Either the system had to be changed and the lower college classes put on a par with school classes or the idea of getting really first class specialists must be given up.

83,970. He had never been able to see that an inspectress, who would never have a family to maintain, was entitled to the same pay as an inspector, and that was a view which was held in Europe and elsewhere. Something should be done towards improving the conditions of inspectresses, as stated in the written statement, but he was not sure that that did not go a little too far. There was no doubt that the travelling of inspectresses was a difficult matter in Madras, and they should be very specially treated. It would be extremely easy to make suggestions on the subject, but he was not prepared to do so at the moment.

83,971. (*Mr. Kameswara Rao.*) With regard to the inspection of Muhammadan schools, the area was fixed on a consideration, partly of the number of schools, and partly of the amount of travelling involved. Muhammadan assistants had to travel over a considerably larger area than Hindu assistants, and they were given a smaller number of schools in consideration of that fact.

(The witness withdrew.)

J. M. HUNTER, ESQ., Acting Principal, Presidency College, Madras.

Written statement relating to the Education Department, being the corporate views of the Members of the Indian Educational Service, Madras.

83,972. **(I.) Methods of recruitment.**—We are of opinion that the present method of recruitment by selection is in general satisfactory. In the India Office List it is stated that weight will be given to the possession of (*a*) a University degree in Honours or other like distinction; (*b*) a University Certificate or Diploma in teaching; (*c*) experience as a teacher; (*d*) qualifications in special subjects, depending on the nature of the vacancy to be filled. In selecting candidates for teaching posts, importance is also attached to bodily activity and some proficiency in games.

With reference to the question of a degree we feel it necessary to emphasize the desirability of a degree obtained in a University of Great Britain or Ireland. As the agent through whom Western thought and method are to be imparted along their higher levels to the intellect of India, the Educational officer requires to have absorbed that Western spirit by at least some years of residence in a University atmosphere. He should be conversant with British conditions in the higher spheres of educational activities. Such familiarity is not to be obtained at even the best Indian University. True education consists largely in a developed sense of values, and it is difficult or rather impossible for those whose experience is confined to an Indian University to appreciate the breadth and depth of European scholarship. The standards of Indian Universities are not those of the great Western centres of learning, and only those who have been in touch with these higher standards are qualified to bring education in India to a higher level. We are then of opinion that a degree in Honours from a British or Irish University is essential to the work that an officer of the Indian Educational Service is called on to perform.

In view of the complexity and importance of the problems which education in India presents it is of vital importance that the quality of the very inadequate European element should be of the very best, and that those already in the Service should enjoy a status and emoluments commensurate with the importance of their work. The conditions of serviec are not such as to attract the best men in future, and are unsatisfactory to those already in the Service. We have therefore detailed below the proposals we consider necessary.

83,973. **(II.) System of training and probation.**—The India Office List referred to above distinguishes two branches of the Service, the teaching and the inspecting. For the former, which in this Presidency consists almost entirely of Principals and Professors of Colleges, no special training other than that already received in their University course seems necessary. The men selected are experts in particular subjects and arrive in India fully qualified for their work. With Inspectors conditions are different. In their case facilities for professional training in England and for language study in India are very necessary. The need for the former has been recognised, but the facilities for language study are totally inadequate. It is, in our opinion, unwise to give a man full work as an Inspector as soon as he arrives in this country. Before he is familiar with his surroundings and has had time to learn a single word of any vernacular language he is given full charge of a circle which may comprise as much as 30,000 square miles, with a very large number of schools and heavy office work. Within a fixed period of time he has further to pass two departmental language tests, which, however, are not sufficiently practical in character to be of real service to him in his work. But the passing of even these tests is, under present conditions, no easy matter as an Inspecting officer is continually touring and has little or no spare time. It is in connection with elementary education that the results of this lack of facilities for language study are especially harmful, as it is essential that an Inspector should be able to convey ideas to and converse with elementary school teachers without fear of misinterpretation. We are of opinion that an Inspecting officer on arrival in this country should work under a senior Inspector and be given ample leisure to acquire a thorough knowledge of one vernacular—a knowledge which in present circumstances he cannot acquire and which it is unreasonable to expect. In bilingual and multilingual circles the passing at a later date of an examination of a lower standard in a second vernacular may be demanded. We see no necessity, however, for requiring Professors to pass any examination in the vernacular. It is true that transfers do occur occasionally from one branch of the Service to the other, but, with the introduction of Honours courses in the University, such transfers are likely to become more and more infrequent. The functions and qualifications of the Professor and the Inspector are becomingly increasingly differentiated.

We consider that both for Professors and for Inspectors better provision than at present exists may with advantage be made for study leave, so that greater opportunities may be afforded to enable officers of the Service to keep abreast of the results of research, the advance of scholarship and the development of educational theory and practice at home and abroad.

83,974. **(III.) to (VI.) Conditions of service, salary, leave, and pension.**—It is a fundamental article of the position taken by the Madras members of the Indian Educational Service that their Service finds its proper analogy in such Services as the Civil Service, Public Works or Forests. This claim does not appear unreasonable when the qualifications of the members of the Service, the length and expense of training, and the late age of entrance are considered. Under the reorganisations of recent years, however, a comparison of the conditions of these different Services will be found to leave the Indian Educational Service at a disadvantage.

Formerly the age for the Indian Civil Service was fixed at 19, and it then competed probably not at all with the Indian Educational Service. Its appeal was to the school boy whose parents, looking well ahead, marked out a career for him before the University stage. The Indian Educational Service, on the other hand, offered an opening to the graduate who had postponed consideration of his future till long after the possible age for the Indian Civil Service, and who, after a distinguished academic course, was then face to face with the problem of a livelihood. Since the age for the Indian Civil Service has been raised it offers a solution of this problem and a solution of superior attractions. The Honours graduate looking about him for a livelihood will frequently prefer the Civil Service to another Indian Service, which, in some respects perhaps more congenial, is from the financial standpoint far less attractive. If then it is desired to attract the best ability into the Indian Educational Service the distance between it and the Indian Civil Service should be reduced.

Though the Educatonal officer begins on Rs. 500, a higher pay than prevails in the Indian Civil Service, it must be remembered that he enters the Service at a later age (in Madras the average age is 28 years) and in estimating the attractions of different Services the comparison of salaries should be made as between the same ages. To one hesitating between two careers the answer to the question "what shall I be earning at 40 or 50?" is likely to be decisive. During the first 10 years, pay in the Indian Educational Service rises by annual increments from Rs. 500 to Rs. 1,000, but thereafter pros-

pects suffer a considerable diminution. Unless unusually lucky an Educational officer will after 16 years be drawing only Rs. 1,100 as against the Civilian's Rs. 1,700 or Rs. 1,900 odd. It must be remembered that at this stage the absence of acting allowances places the Educational officer at a great disadvantage. In his 21st year of service a Civilian will often obtain Rs. 2,300 or Rs. 2,500 (Pay Rs. 2,250, Acting Allowance Rs. 250) while the Educational officer, who is probably several years older, will be at Rs. 1,250 or possibly only Rs. 1,100.

Not only is the Indian Educational Service inferior to the Indian Civil Service, but in conditions of service it compares unfavourably with such Services as the Forests and Public Works as well. Taking the current number of the Madras Quarterly Civil List (January 1913) it will be found that roughly one-third of the officers of the P.W.D. are drawing Rs. 1,250 or upwards (and the "upwards" rises to:—Pay Rs. 2,750, Local Allowance Rs. 250), and one-seventh are drawing Rs. 1,500 or more. In the Forests out of 29 Deputy Assistant Conservators, 13 are at Rs. 1,250, while in addition the 4 Conservatorships carry pay ranging from Rs. 1,500 to Rs. 1,900. At the same time, of 26 members of the Indian Educational Service one is on a special and temporary pay of Rs. 2,000, one on Rs. 1,350, one on Rs. 1,250, and one on Rs. 1,200. It may possibly be said that the Indian Educational Service has in addition a claim on the Directorship of Public Instruction (Rs. 2,000—100—2,500), a claim which has been officially recognised in Lord Morley's despatches of 1906 (May 10th and July 13th). Recent experience in Bengal has, however, shown that the claim is liable to evasion and that the orders of even the Secretary of State are an insecure foundation on which to build. Leaving aside then a problematic Directorship the most an Educational officer has to hope for is Rs. 1,500 at the end of his service, and even this is far from certain. The relation of cadre and scale of pay is at present such that in Madras it will be possible for an officer to finish his service on Rs. 1,100, *i.e.*, the increase in his pay after the first 10 years will amount to Rs. 100. It has actually happened that a senior officer has lately been drawing less pay than the pupil whom he, as Professor, trained for the P.W.D. Such a state of things is not calculated to produce a healthy or contented Service. At the very time when he begins to feel the strain of India, an officer finds that his prospects have sunk to a monotonous and unstimulating level that contrasts unfavourably with those of the men of his own age, and even junior to him, in other Services.

The following proposals with reference to pay and allowances are accordingly placed before the Royal Commission on Indian Services.

(1) All members of the Indian Educational Service to rise from Rs. 500 to Rs. 1,500 by annual increments of Rs. 50. For 20 per cent. of the Service a higher scale of Rs. 1,500 to Rs. 1,800 by annual increments of Rs. 100 to obtain: and acting allowances to be payable to officers acting in this higher scale.

(2) Presidency allowance and house rent to be granted to officers stationed in the Presidency town.

(3) The maximum leave allowance of £800 under Article 314 (*c*) of the Civil Service Regulations to be increased to £1,000.

(4) This scale of pay to be retrospective so far as, when sanctioned, to affect officers in the same way as it would have done had it been in force when they joined, *e.g.*, the pay of an officer of 16 years' service to be raised from Rs. 1,100 to Rs. 1,300 without having to rise through the intermediate increments. In the case of an officer who is appointed to the grade of Rs. 1,500—Rs. 1,800, any service which he may have rendered while drawing an allowance of Rs. 200—Rs. 250 or Rs. 250—Rs. 500 to count for fixing his initial pay in such higher grade.

The grounds on which this enhanced scale is advocated are the disadvantages already noted of the Indian Educational Service as compared with other similar Services, and the rise of prices which in India and Europe makes it increasingly difficult for officers to maintain themselves and their families in a suitable manner. A rise of prices which in India has called for a special official inquiry, and in Europe has attracted the attention of leading economists, must injuriously affect a scale of pay fixed under very different conditions.

The present scale dates from the reorganisation of the Indian Educational Service of 1893-96; even then salaries were re-distributed rather than enhanced. But since then not only has there been a notable rise of prices, but the number of officers has approximately doubled. No recognition of this increase of cadre has as yet been forthcoming. The Government of India, it is believed, was about to remedy the anomaly, but the question has now been deferred pending the report of the Royal Commission. Such delay will to a great extent deprive senior officers of the benefit of the relief. It is on this ground that No. (4) of the proposals has been put forward.

Here again the disadvantages of the Indian Educational Service are visible. Its members enter at a more advanced age than in other services, as will be seen from the following comparison taken from the India Office List of 1912:

Indian Civil Service	age limits	...	22—24	years.
Forests	,, ,,	...	19—22	,,
P. W. D.	,, ,,	...	21—24	,,
Police	,, ,,	...	19—21	,,
Indian Educational Service	,, ,,	...	23—30	,,

Officers in the Indian Civil Service, Forests and P.W.D. can retire on maximum pension after 25 years' service, while in the Forests and P.W.D. there is further an option of retiring after 20 years on reduced pension. The Indian Educational Service, however, enjoys neither privilege. Though the senior Service in point of age it is treated on the same principles as the Police, the most junior. In each case 30 years of total service are required, but these 30 years will leave the Police officer at 50 and the Educational officer at 55 (assuming 25 years as the age of entrance, though in Madras the average is 28). Moreover while the Police officer has been receiving a salary and a training at the expense of the State, the Educational officer has in the years before entrance been fitting himself for his duties at his own cost. No Educational officer can, unless invalided, retire before 55 (assuming 25 years at entrance). This is felt to be too long. A great deal has been made in official replies in the House of Commons of the special concession provided under Articles 403 and 404 of the Civil Service Regulations for Educational officers who join over 25 years of age. But it is desirable to point out more carefully than was done in the House of Commons that this affects only the amount of pension and not the age of retirement. An official defence, recently given in the House of Commons, of the 30 years' service required from the Police rested on the early age of recruitment. Such a defence is an admission by implication that a similar period in the case of the Indian Educational Service is too long.

It is further felt to be unsatisfactory that the closing years of an officer's service, the very years in which the strain on him is probably greatest, are not represented in his pension. His maximum pension (unless he is appointed Director of Public Instruction) is reached by 25 years of qualifying service, but cannot normally be taken then. It may happen to an officer who has put in 22 years in India, and three years on furlough, to spend another five years in this country, but so far as the amount of his pension is concerned these five years will go for nothing. This contrasts with the principles applied elsewhere. In the Indian Medical Service the pension is increased in proportion to the years of service. In the I.C.S., Forests and P.W.D. when the maximum pension has been reached it lies at the officer's option to continue his service. Neither option nor increase (after 25 years' qualifying service) is allowed to the Indian Educational Service.

Nor again is the officer's salary at date of retirement reflected adequately in his pension. Those on the higher and on the lower grades of pay are treated alike. Though in the P.W.D., Forests and Police the desirability of establishing a correspondence between pay and pension has been recognised, in the Indian Educational Service the principle has not been extended below the Directorship.

The following represent the recommendations of the Madras members of the Indian Educational Service on the subject of length of service and amount of pension.

(I) *Length of Service.*

(1) Full pension to be obtainable after 25 years' service, of which three years may be taken on furlough.

(2) After 20 years, of which two may be taken on furlough, an option of retirement on reduced pension to be permitted. It is not anticipated that this privilege would be employed in such a way as to weaken the Service, for the inducements to remain would continue strong in the case of all married members. But it is thought that such an option would add largely to the popularity of the service. To a young man at home hesitating as to whether to cast in his lot with India, the possibility of retirement after 20 years is likely to be an important consideration. This is a recommendation to which the Madras members attach very considerable value. As pointed out elsewhere the privilege is one already enjoyed by such Services as the Indian Medical, Forests, Public Works and Telegraphs. It would also give greater facility to Government to get rid of those who for one reason or another had shown themselves unsuited to their surroundings.

(II) *Amount of Pension.*

	£
After 10 years of completed service ...	200
,, 11 ,, ,, ,, ...	220
,, 12 ,, ,, ,, ...	240
,, 13 ,, ,, ,, ...	260
,, 14 ,, ,, ,, ...	280
,, 15 ,, ,, ,, ...	300
,, 16 ,, ,, ,, ...	320
,, 17 ,, ,, ,, ..	340
,, 18 ,, ,, ,, ...	360
,, 19 ,, ,, ,, ...	380
,, 20 ,, ,, ,, ...	400
,, 21 ,, ,, ,, ...	420
,, 22 ,, ,, ,, ...	440
,, 23 ,, ,, ,, ...	460
,, 24 ,, ,, ,, ...	480
,, 25 ,, ,, ,, ...	500

In order that the salary at the date of retirement may be approximately recognised in the pension, we further recommend that an additional £100 be granted to those who have put in three years of effective service, whether permanent or officiating, in the higher grade (Rs. 1,500 to Rs. 1,800), and an additional pension of £200 a year be granted to those who have put in three years of effective service as Director of Public Instruction, whether permanent or officiating.

To meet the case of officers appointed for special qualifications at over 25 years of age, the concession granted in Articles 403 and 404 of the Civil Service Regulations should be continued.

The recommendation of sterling pensions is based on the following considerations:—

(1) The pension of Rs. 5,000 originally represented £500, and if £500 a year was considered a suitable sum for a retired official, the recent rise of prices would seem to emphasise such suitability in the future. The standard of living represented thereby is not higher than that which an officer who has spent his life in the responsible task of helping to form the character of a growing nation has a right to expect. The purchasing power of even the sovereign has considerably diminished within recent years. In fact, having first been hit by the depreciation of silver, the Indian official is now being hit by the depreciation of gold.

(2) Since the rupee for pension purposes was fixed at 1*s.* 9*d.* the gold situation has changed entirely and India has shared in the movement from silver to gold. Having already adopted a gold exchange standard, the Government is now contemplating that gold currency which the Fowler Committee declared to be "the normal accompaniment of a gold standard."

(3) The pension rules profess to create a relation between average emoluments and pension; in practice, however, this relation wears thin owing to the low figure at which the maximum is fixed. Take the case case of an officer whose average emoluments are Rs. 1,500 after 25 years of service. The Rs. 5,000 that he obtains as maximum correspond but obscurely with "the 30/60ths of average emoluments" that are dangled before his eyes.

83,976. **(VII.a) Such limitations as may exist in the employment of non-Europeans.**—As far as we know there is no rule which prohibits the Secretary of State from appointing non-Europeans to the Indian Educational Service, but in practice non-Europeans have not been appointed to that Service in this Presidency.

The Indian Educational Service is on a rather different footing from the other Services in that most of the appointments in its cadre require special qualifications. On his first appointment, an officer is appointed not merely to the Indian Educational Service, but to a particular vacancy in that Service, it may be a Professorship of Physics, an Inspectorship of European Schools, a Vice-Principalship of a Training College for Teachers, or so on, and is presumably the best man available for the particular post. We think it would be unwise for the Secretary of State to bind himself to appoint or not to appoint persons of a particular nationality. Let him appoint the person best qualified to fill the particular post.

In the present conditions when the Service is engaged directly or indirectly in giving an education on Western lines, it is clear that the great majority of such appointments should go to men who have been trained on such lines, and to whom such an education seems natural. As pointed out in our observations under I, we regard a course at a British or Irish University ending in a high degree in Honours as an essential qualification for the Indian Educational Service.

We would rule out those who have received an education only in India. We know from practical experience that the courses of Indian Universities, though improving, are still inferior to those of British Universities, and that the standards are lower. We know also that the intellectual education which results rather from moving in the atmosphere of a Western University than from the pursuit of a definite branch of study cannot, in existing conditions, be adequately provided in any Indian University.

83,977. **(VII.b) The working of the existing system of division of service into Imperial and Provincial.**—We are of opinion that the present system of dividing the Educational Services into Imperial and Provincial works satisfactorily save in one respect. In this Presidency one Principalship, six Professorships, and two Inspectorships are reserved for the Provincial Educational Service. To reserve these appointments for the Provincial Educational Service practically restricts the field of selection to men trained only in India. In the case of a Professorship it may quite easily happen (and it has happened) that none of the available persons trained in India have the particular qualifications for the particular post, but nevertheless one of them must be chosen in order to make up the number of six Professors in the Provincial Educational Service.

It is equally important that Inspectorships should not be reserved for men trained only in India. Officers engaged in supervising education should be in close touch with the theory and practice of Western education. We therefore regard a European training as of paramount importance for an Inspector.

We think that all Principalships, Vice-Principalships, Professorships and Inspectorships should be in the cadre of the Indian Educational Service, and should not be given to officers who do not comply with the conditions we have indicated as essential for entry into that service. We do not mean this to preclude promotion from the Provincial to the Imperial Service where the officer promoted satisfies the conditions for entry into the latter service.

The removal of these nine listed appointments would undoubtedly be a grievance to members of the Provincial Service, and the loss of these appointments should be compensated by transferring nine or more appointments from the Subordinate Service to the Provincial Service. For example those of the District Assistant Inspectors and Assistant Professors who are in the Subordinate Service might be put into the

Provincial Service. It may be observed that the pay of a Principal, Professor or Inspector in the Provincial Service depends entirely on his seniority in that Service, so that the loss of these appointments would not financially injure the Provincial Service, provided that the total number of appointments is not diminished.

83,978. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—The members of the Indian Educational Service are not alone in the opinion that the Service is regarded and treated as an inferior branch of the Public Service: it is an opinion which they share with competent observers both European and Indian, who have a first-hand knowledge of Indian affairs. Some of these critics have suggested a remedy should be found in associating the Service more closely with the Indian Civil Service, or in putting Educational officers on the same level as Indian Civilians in the matter of pay and official status.

In the foregoing, details have been given of the disadvantages of Educational officers in the matter of pay and prospects, arising from the increased cost of living and the rapid expansion in the cadre of the Service unaccompanied by any increase in the number of allowances. These disadvantages are reflected in the low official status now given to Educational officers, who have no position under the Warrant of Precedence in India until they have put in at least 15 years' service.

This question of official status may seem to some a trivial matter comparable, for example, with the unjustifiably low rate of halting allowance which was until recently given to Educational officers on tour: but these details show in what general estimation the Indian Educational Service is officially held not less clearly than (1) the discrimination exercised against the Indian Educational Service in the matter of length of service for pension or (2) the tendency to appoint officers outside the Indian Educational Service to Directorships of Public Instruction in contravention of the Resolution of the Government of India, dated 4th September, 1886.

As further evidence of this inferiority, it should be noted that:—

(*a*) On 1st April, 1906, a member of the Indian Civil Service was appointed Director of Public Instruction in Bengal. The pay of the post is Rs. 2,000 to Rs. 2,500. This officer was given at once not only the maximum pay of the post (Rs. 2,500), but, in addition, a personal allowance of Rs. 300. On 22nd February, 1908, he was succeeded by an officer of the Indian Educational Service on Rs. 2,000.

(*b*) The pay of the Director of Public Instruction compares unfavourably with that of the Heads of analogous Departments.

(*c*) The annual increment of Rs. 10 prevailing in the case of the "junior personal allowances" (Rs. 200–10–250) and of the pay of the Inspectresses is more in accord with the conditions of a Subordinate than of an Imperial Service.

The Indian Educational Service cannot be said to have been popular at any time, and facts such as these are not likely to render it more attractive, while they are distinctly calculated to produce a sense of injury in all its members. The recruitment of qualified officers to the Service, we understand, has not at all times been an easy matter, and resignations in the early years of service have been not infrequent. Such difficulties are likely to recur unless measures are taken to secure for the Service a status more nearly related to the importance and responsibility of the work, and to the capacity and qualifications of the individual officers.

With this aim in view it is recommended:—

1. That appointments to Directorships of Public Instruction should be restricted in practice, as they are in theory, to members of the Indian Educational Service.

2. That officers of the Indian Educational Service drawing Rs. 800, but less than Rs. 1,200 per mensem should be placed under No. 78 of the Warrant of Precedence for India; that officers drawing Rs. 1,200, but less than 1,600 per mensem, should be placed under No. 73 of the Warrant; and that officers drawing Rs. 1,600 or more per mensem should be placed under No. 69 of the Warrant. This proposal would merely bring the Educational Service into line with the other uncovenanted Services.

NOTE BY THE INSPECTRESSES OF GIRLS' SCHOOLS.

83,979. Most of the considerations under the various heads of this Memorandum are as applicable to Inspectresses as they are to Inspectors or Professors in Colleges. The only question which seems to call for special treament is that of salary. The present scale of pay is graded Rs. 400–10–450, Rs. 450–10–500, Rs. 500–20–600. Not infrequently an Inspectress has to wait five years after attaining the maximum pay of her grade before she can obtain promotion to the next grade.

The absence of a Presidency allowance causes difficulty in meeting the heavy expenses of living in the Presidency town, with the result that in 1910 the First Inspectress, who received neither rent allowance nor carriage allowance, nor any other allowance, requested a transfer to the mofussil where living is possible under healthier and less expensive conditions.

The special allowance of Rs. 100 per mensem after 15 years' service sanctioned by the Government of India in 1897 for officers of the Indian Educational Service, whose total salary does exceed Rs. 1,000 has never been granted to any Inspectress, although three of them have served more than the requisite number of years since that date.

The Inspectresses therefore recommend that the rules affecting their Service may be amended so as:—

1. To abolish the graded Service in the Madras Presidency for Inspectresses, as was done in the case of Inspectors in 1896.

2. To increase the pay of the Inspectresses in the Indian Educational Service to Rs. 500 per mensem rising by annual increments of Rs. 50 to Rs. 1,000, so that the Inspectresses may attain, as the Inspectors do at present, to the maximum pay of their appointments in 10 years.

3. To grant a Presidency allowance of Rs. 100 per mensem to the women officers of the Indian Educational Service whose headquarters are in Madras so as to cover the increased expenditure incurred under house rent and conveyance charges in the Presidency town.

Mr. J. M. Hunter called and examined.

83,980. (*Chairman.*) The witness was acting Principal of the Presidency College, and professor of English. He had been thirteen years in the Indian Educational Service, and had had altogether twenty-four years' educational experience in India. Before entering the service he was head of a second grade aided college.

83,981. He would alter the conditions now existing, under which members of the Provincial Educational Service occupied posts of the same nature as those held by officers of the Indian Educational Service. He would put all the superior posts into a superior service. There would be no difficulty in doing that, as there were only two inspectorships and two or three professorships in the provincial service, which were definitely superior posts. The work of a professor was clearly distinguished from that of an assistant professor. The professor was the head of his department within the college, and all those who were teaching the same subject were working under him. As far as the colleges were concerned the distinction between the subordinate service and the provincial educational service should be abolished. All the teaching posts in the Presidency College which were not in the Indian Educational Service, should be in the provincial service or be held by probationers for the provincial service. Inspectors should be in the Indian Educational Service and assistant inspectors in the provincial service. All the lower posts would be in the subordinate service. In the future

under his scheme the subordinate service would be exclusively confined to the lower posts in the inspectorate and schoolmasters of minor schools.

83,982. Recruitment to the provincial service should be made by the Local Government and the best man should be chosen, even though he might be a European. He saw no reason to exclude a European British subject if he happened to be available. No doubt, however, the service would be mainly filled by Indians educated in India.

83,983. For recruitment into the senior service there was no reason to change the present system, provided that the conditions and terms of service were made sufficiently attractive to secure the proper men, and care was taken that a knowlege of vacancies reached such men. He would not like to see the selection for those posts in the hands of the Local Government. There were greater facilities in England for recruiting the right men. He assumed that, as heretofore, any recommendation by the Local Government would carry great weight.

83,984. For Indians recruited to the senior service he should insist upon a training at a European University because, although the standard of the Madras University was being raised, it was still a long way below the standard of a good European University. That condition should apply to both branches, teaching and inspection. Promotion from the second division should be given only to Indians, who had or who obtained an English degree.

83,985. It seemed fair that the European should have something in the way of foreign allowance, because a European on Rs. 1,000 was a comparatively poor man, while an Indian on Rs. 1,000 was a rich man.

83,986. Professors and inspectors should be interchanged only on very rare occasions. Conditions had changed very much and in the ordinary course interchanges would not now be frequent, as special qualifications were being more and more required on both sides.

83,987. Inspectors should not be put in charge of a circle at once, but should have some opportunity of learning the local conditions under an experienced inspector, and should be placed for a time in a training college to learn the methods adopted there.

83,988. At present there were no proper facilities for instruction in languages, and Government might establish some kind of school, where languages would be taught according to modern methods. At present difficulty was often experienced in learning a language, when the only instruction obtained was from a person who had no notion of how to teach it. The school would be for all officers who had to acquire the languages of any province.

83,989. He asked for a rise in salary up to Rs. 1,500 by an incremental scale, and would have this run right up without any selection bar at all. That was not a long run, considering that the majority of the service were stationed in the Presidency town, where the cost of living was much higher than elsewhere. A salary of Rs. 1,500 a month was not a high salary in Madras. The higher grade from Rs. 1,500 to Rs. 1,800 should be filled by selection, seniority being taken into account.

83,990. At the present time a large proportion of the officers were near enough to their maximum to know that there was likely to be a grievance later on. There were many men under ten years' service, but there were a good many very near the ten. Amongst the ten professors in the Presidency College in the Indian Educational Service there were five of over ten years' service, and one or two very near the ten.

83,991. Things had been very much changed in the University during the last few years. The first two classes now were no longer school classes, as they were in the past. In the second year the course was not a school course at all, and in better classes this course was throughout closely related to the higher courses, so that the students were being trained by the professors with a view to the work that would be done in the higher classes. During the first two years the work corresponded more to the early work of an undergraduate of an English University, and consequently the officer on arrival had not to occupy a certain amount of time in school teaching. Besides only a small portion of a professor's work was in the lower classes.

83,992. Optional retirement after twenty years might serve as an inducement to a desirable man to come to India, but he did not think it would be taken advantage of by more than a few officers, and for family reasons.

83,993. There should be an increase in the professorial staff, especially having in view the honours courses, which had been recently instituted, and which formed the chief work of the professors. A professor in the Presidency College had to do very much more teaching work than a professor in an English college, and this prevented him from devoting sufficient time to research work or adequately specialising in all the higher subjects taught by him.

83,994. At present leave vacancies were filled by temporary appointments. When a man went on long leave it was often possible to obtain some one from England for a year or so with a chance of his being confirmed later. For short periods an assistant professor might be able to act.

83,995. (*Lord Ronaldshay.*) When comparing the Madras University to a British University he had not in mind Scotch Universities but only English Universities.

83,996. (*Sir Theodore Morison.*) He could not recall any Indian member of the Provincial service in the Presidency who had done research work that would entitle him to any very special treatment. If, in promoting from class II to class I of the superior service, an exception was made in favour of an Indian who had no English University qualification, the rule might be broken so often that it would be no rule at all.

83,997. The matter of a minimum leave allowance had not been considered by the officers. That was an omission. It should have been considered.*

83,998. (*Mr. Chaubal.*) There had been in Madras European professors in the Indian Educational Service who had done original research work.

83,999. The highest salary a provincial officer could rise to was Rs. 700. If promoted to the Indian Educational Service he could rise to Rs. 1,000. The provincial service would not suffer in any way in the matter of pay by the proposals that had been put forward. The conditions of the provincial service should also be improved.

84,000. (*Mr. Sly.*) The long vacation extended to about two and a half months in the summer. It was not the usual thing for officers to go to Europe during the vacation. Vacation was not equivalent to study leave, for, generally, the best thing a man could do with his vacation was to go to the hills, where, so far as most subjects were concerned, there were no facilities for study.

84,001. If the option to retire on a reduced pension after twenty years' service was given, Government should also have the option of compulsorily retiring men at that age on the same pension, and Governmen would thus have an opportunity of getting rid of persons who were not quite suitable.

84,002. (*Mr. Fisher.*) Indian parents preferred to send their sons to colleges where they would be under European instruction, not only in English but in all subjects.

84,003. When an officer took a short period of leave it was convenient for the work to be carried on by his assistant, who probably understood his methods, but, having regard to the material at present available, that would not be a satisfactory arrangement for long periods of leave.

84,004. The standard of work in the lowest classes of the college approximated to the standard of work of undergraduates beginning their University careers in England, but of course there was some undergraduate work at Oxford, which was quite of an elementary character, and there was some school work in English schools which was much more advanced. Generally speaking he thought the work in the intermediate classes in Madras colleges was more of a University character than of a school character. The

* The witness afterwards wrote that in the opinion of his colleagues and of himself the minimum leave allowance should be £500 a year.

University had improved a great deal, but was still a long way below a European University, and the conditions of life and the facilities for higher work in Madras were not to be compared in any way with the facilities provided by and general atmosphere in an English University. It was easier to send a certain number of the best students to England than to have a system similar to that of the Ecole Normale in Paris, with a number of highly distinguished professors and the number of scholars strictly limited to the élite of the Universities, but such a system of teaching in India might have special advantages as a stimulus to education in the country.

84,005. The only means of securing efficiency in college professors in Madras were those generally found in other Universities and colleges. If a professor was not proficient he could not conceal it. The only case in which he knew of the annual increment being stopped was when an officer did not pass examinations in the vernacular. Under the present system it was possible to ensure that professors were industrious and zealous, and he knew of no instance where a professor was not as industrious and zealous as could be expected.

84,006. (*Mr. Madge.*) Interchangeability between the professoriate and inspectorate was undesirable except in special circumstances; it was rare now, and likely to be rarer in the future. If interchangeability ceased entirely it would not matter whether the officers were in separate cadres or not, as far as salaries were concerned. When the salaries were raised by annual increments there was no possibility of a junior officer on one side rising higher than a senior on the other.

84,007. It was necessary for an inspector to have some kind of training in a normal college or some tutorial training, but the training of a professor was the experience he gained in working under good teachers in England.

84,008. The prospects of the provincial service should be raised but the real trouble in that service was that all the officers, practically, came up from the subordinate service, and were not directly taken in, so that the best men preferred work in other directions.

84,009. He saw no objection to filling appointments occasionally on contract terms but believed it would be inadvisable to lay it down that certain professorships should always be filled in that manner. It might be difficult to get the kind of men required, and when obtained they might not prove exactly suitable. It was not sufficient that a man should be able to handle a particular subject in a superior manner; it was also essential that he should help to develop the colleges and the University up to the proper standard. Men who were brought out only for a short period might not take sufficient interest in the colleges or the University to do that work. They might for the time they were in the service give a better training in special subjects than men recruited younger, and therefore such men might well be secured as University professors, but a college professor was more of a tutor and lecturer than a professor, pure and simple.

84,010. The department was understaffed having regard to the work it had to do.

84,011. Officers were not asking to be put on an equality of salary with the Indian Civil Service.

84,012. (*Mr. Abdur Rahim.*) The Indian Educational Service claimed that it should be treated as in no way inferior to such services as in the Public Works and Forest Departments. In the matter of salary and in other respects the Indian Educational Service was at a disadvantage as compared with these other services. The provincial service officer might advance the same claim as against the Indian Educational Service, but there was no real analogy. The Indian Educational Service was an Imperial service claiming equality of treatment with other Imperial services. The provincial service was, as a provincial service, an inferior service, as compared with the Indian Educational Service. The fact that in a few cases provincial service officers were doing the same work as Indian Educational Service officers was an anomaly, and those particular posts should be put into the Indian Educational Service. To some extent the conditions laid down in the written statement for recruitment to the Indian Educational Service would exclude Indians, but in the past very few Indians had been put into the Indian service. It was possible that in the future more and more Indians would secure the qualifications which would enable them to enter the Indian Educational Service.

84,013. At present the number of Madras people who went to English Universities was small, but it was increasing. There were some Indians in the provincial service who had taken good degrees in England, and there was one who might very well be in the Indian Educational Service. If Indians happened to be better men than Englishmen they would be appointed. There was no wish to bar Indians as such from any appointment.

84,014. (*Sir Valentine Chirol.*) There were Indians who had received a University education in England who might properly be employed in the Indian Educational Service, but they had not been chosen by the Secretary of State. The only method by which such Indians could be appointed would be either by leaving it to the discretion of the Secretary of State to appoint an Indian whenever the most highly qualified applicant happened to be an Indian, or to lay it down that a certain proportion of the service must be reserved for Indians. Reserving a proportion of the service for Indians, however, would be a mistake as it might result in appointing persons not because they were really qualified, but because there was no one else of their class available. If it was really advisable to have a certain number of Indians, there was no reason to suppose that the Secretary of State would not appoint them.

84,015. The training of a headmaster had certain advantages in fitting a man for an inspector but it was not an essential training. In the presidency a principal of a college, which had a school attached, had been appointed an inspector. If there were a certain number of Government schools into which inspectors could be put for a certain period, it might be of benefit, but he was in favour of keeping the inspector staff distinguished from the professorial staff.

84,016. (*Mr. Grieve.*) An inspector could obtain experience in school work in India at the teachers' college on first coming out. The number of Government high schools was so small as to make the recruitment of headmasters for the inspectorate impracticable under present conditions.

84,017. Not only was the professorial staff inadequate but the inspectorate was also insufficient in number.

84,018. Under the present regulations, inspectors had to pass a test in one language within two years of appointment, and a test in a second language within four years, and if a language school was started or if inspectors were given facilities and leisure for language study, it would be well to substitute a very much higher test in one language for the present rather inadequate test in two languages.

84,019. A good many professors did not go to England during the long vacation on account of the fact that they had work to do in India. The vacation was not altogether a holiday.

84,020. He saw no reason why a full pension should not be available for the Indian Educational Service after twenty-five years' service in the same way that it was available to the Indian Civil Service, the Forests and the Public Works Department.

84,021. (*Mr. Kameswara Rao.*) The reason for assistant professors being in the provincial educational service was stronger in regard to the Presidency College than with regard to the other colleges, because the work of the Presidency College was much higher. The honours course had only just been instituted in the Presidency College, and it would take some time before it approximated to the standard of the English Universities, and therefore it was very necessary that officers should have taken a degree in England.

(The witness withdrew.)

M.R.Ry. RAO BAHADUR M. RANGACHARYA Avargal, Professor of Sanskrit and Comparative Philology, Presidency College, Madras.

Written Statement relating to the Education Department being the corporate views of the members of the Madras Provincial Educational Service.

84,022. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—The present constitution of the Madras Educational Service, in so far as it affects the officers of the Provincial branch, is very unsatisfactory and calls for considerable modifications. There are, in the first place, very serious limitations, under the existing system, to their position and prospects. An Indian graduate of the most brilliant attainments cannot hope to rise, even after many years of service, to a higher salary than Rs. 700 per mensem, while very much higher salaries are available for Indians in most other branches of Government service. The salaries in the lower grades of the service, in particular, are so small and inadequate that the officers in receipt of them are severely handicapped in their efforts to maintain the standard of efficiency expected of them. As the standard of University Education has been considerably raised, and the various courses of study are highly specialised, it is absolutely necessary that the Indian professor or lecturer, who does work of a similar character and of equal responsibility to that of his colleagues in the Indian Educational Service, should be afforded every facility for equipping himself properly for his task, and be placed on the same footing with them in regard to pay and prospects. But the earliest and best years of an Indian Educationist's career are spent, at present, in comparative poverty, and his chances of promotion are extremely uncertain, depending, as they do to a great extent, on the death or retirement of his seniors in the service. This has a demoralising effect on even the strongest minds and tends to impair the efficiency of the most capable officer. Various appointments in the department, again, are practically reserved for Europeans; and an Indian, by the simple reason of his nationality, is precluded from holding them. The presence of this element of racial distinction in the Educational department, where more than anywhere else, approved merit should be the sole qualification for office, is most unfortunate.

(2) The Public Service Commission of 1886–87 recommended that recruitment should be made in England only for Principalships of Colleges and Professorships in those branches of knowledge in which the European standard of advancement had not been attained in India. These recommendations, we regret to note, have not been carried out, except to a very limited extent, in spite of the great advance both in the quality and standard of Western education in India during the past twenty-five years. Dr. Duncan, Director of Public Instruction, Madras, in his letter to Government dated 11th August 1892, wrote:—"The professorships of Mathematics, History, Sanskrit and Philosophy have been held with credit either permanently or temporarily on several occasions by natives of India." And speaking of one of them particularly, the late Rai Bahadur T. Gopala Rao, for some time acting Principal of the Government College, Kumbakonam, and acting Professor of History, Presidency College, Madras, he wrote: "A good mathematician, Mr. Gopal Rao was nevertheless better known as an English scholar. As a teacher of the English language and literature, he stood in the first rank, even when compared with the best European teachers of that subject." If the Head of the Educational Department could speak thus of Indians over twenty years ago, it is needless to point out that their claims are very much stronger now, considering the great progress which has been made in Education and the larger number of Indians available for such appointments.

In regard to the Inspecting staff, the Public Service Commission of 1886–87 said:—"It is generally agreed that the recruitment of Inspectors from Europe should be considerably reduced, inasmuch as local agency may be substituted for them without loss of efficiency. The report of the Education Commission written four years ago fortifies the opinions now expressed on these points." In pursuance of this recommendation, the Government of India issued the following resolution (*vide* No. 4, Education/204–205, dated 23rd July 1896): "In connection with the suggestion made by Lord Cross (the Secretary of State for India) that at least one-half of the Inspectorships should at an early date be transferred to the Provincial Branch of the Educational service, the following distribution of Inspectorships in each Province has been decided upon:—"Madras.—Two Inspectors to be recruited in England and two in India." And yet, it is a matter for regret, that the proportion of Indian Inspectors to European has since then steadily gone down. While there were two Indian and two European Inspectors twenty years ago, there are now only two Indians as against seven Europeans; and we understand that an additional Inspectorship is shortly to be created and that it is to be filled by a European. Such a reduction in the proportion of the Indian element in the Inspectorate is, we consider, unjustifiable.

(3) The existing division of the Educational service into Indian and Provincial services, is highly invidious in that it is virtually a racial classification, and has caused great dissatisfaction to the members of the Provincial Branch in regard to both status and salary. The setting up of an impassable barrier of this kind between Indian and European is, apart from all other considerations, detrimental to the true interests of Education. Under the present system, it often happens that Assistant Inspectors of experience who are quite capable of doing the work of Inspectors, are placed under a young officer recruited from England, new to the conditions of the country, and often but imperfectly acquainted with its vernaculars. Similarly, senior lecturers possessing the highest academical qualifications have to work in a mufassal College very frequently under a young European Principal with little or no knowledge of Indian Educational conditions.

(4) In regard to salary and promotion, again, there are very great differences between the two services. A member of the Imperial service starts on Rs. 500 and by progressive increases of pay rises in ten years to Rs. 1,000 and after a further service of five years gets an allowance of Rs. 100 not to speak of the personal allowances of Rs. 200-10-250 and Rs. 250-50-500 open to him. On the other hand, in the graded system of the Provincial service, considering that Indians generally enter it late in life, few rise beyond the Rs. 400 grade. Such a great disparity should not exist in the salaries of men doing the same kind of work and having similar responsibilities. There are at present Indian Professors drawing such low salaries as Rs. 200 and Rs. 300 after long service in the department, while the latest recruit from England to the Professorial staff starts at once on Rs. 500. There have been, again, Indian Inspectors and other responsible officers of the executive branches of the service whose salaries have been less even than the personal allowance enjoyed by officers of the Indian Educational service.

(5) *Constitution.*—In view of what has been stated above, we would propose that the present division into Imperial and Provincial services be abolished and that there be in their stead one common service to be designated the Madras Educational service. This service may consist of two classes, class I and class II. Class I would be composed of the following officers:—

1. Deputy Director of Public Instruction.
2. Principals of the three First-grade Colleges.
3. Principal of the Teachers' College.
4. All the Professors in the Presidency College and 50 per cent. of the Lecturers in the other Arts Colleges and in the Teachers' College.
5. The Professors of the College of Engineering.
6. Inspectors of Schools.
7. Superintendent, School of Arts.
8. Headmaster, High School, Mercara.

9. Headmaster, Government Madrasa-i-Azam, Madras.
10. Vice-Principal, Teachers' College.
11. Principal, Mangalore College.
12. Personal Assistant to the Director of Public Instruction.

To Class II would belong the following officers:—

1. All gazetted officers now appointed by Government, excluding those proposed to be transferred to class I.
2. District Assistant Inspectors now in the subordinate service.
3. Fifty per cent. of the Assistant Professors and Assistant Lecturers now employed in the Arts Colleges to be taken out of the subordinate service of the Collegiate branch and included in this class.

(N.B.—This memorandum does not deal with Girls' Schools Inspecting Agency and other female members of the service or with officers employed in the Industrial and Technical Departments.)

84,023. **(I.) Methods or recruitment.**—We would suggest that as regards Class I, 50 per cent. of the appointments should be recruited by direct nomination by the Secretary of State for India, competent Indians of European training being included in such recruitment, and 50 per cent. should be recruited by promotion from Class II.

The recruitment to Class II should be mainly, say to the extent of 75 per cent., by promotion from the subordinate service. But in order to attract statutory natives of India of exceptional ability, 25 per cent. may be recruited by direct appointment by the local Government.

84,024. **(II.) System of training and probation.**—Class I. The present system of training and probation for officers appointed by the Secretary of State for India may continue. In the case of Inspectors of Schools, however, a knowledge of at least one vernacular not lower in standard than that of the present High Proficiency Test shall be required. No officer shall be appointed either as the Principal of a College or as an Inspector of Schools, unless he has had at least three years' Indian experience.

Class II. For officers appointed direct to this class, a two years' probation including training in pedagogy shall ordinarily be provided for.

84,025. **(III.) Conditions of service.**—Candidates for appointment in the Educational service must be British subjects or subjects of Native Princes in alliance with His Imperial Majesty. They must have had a liberal education and possess a University degree. For direct recruitment to Class II, we would suggest that the age limit be raised to 30.

84,026. **(IV.) Conditions of salary.**—We would suggest that the scales of salary for officers in Class I should be the same for all, be they Indians or Europeans. It may be fixed at Rs. 750 rising to Rs. 1,250 per mensem, by annual increments of Rs. 50.

The officers recruited direct to this class should draw in the probationary period Rs. 500 in the first year and Rs. 600 in the second year.

The officers in Class II should start on a salary of Rs. 300 per mensem and rise by annual increments of Rs. 50 to Rs. 800 in a period of ten years.

As it is desirable that Indian graduates of distinction should be attracted to the service, we would recommend that, for officers of the Subordinate service of the Collegiate branch, the initial salary should be Rs. 150 and that they should rise by annual increments of Rs. 20 to Rs. 250 in five years. A similar revision may be affected of the other branches of the Subordinate Service.

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

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

84,027. **(V.) Conditions of leave.**—(*a*) At present officers who are entitled to the benefit of the favourable leave rules laid down for European services are at liberty to take furlough and special leave to an aggregate amount of six years during the service, while in the case of Indian services the maximum amount of furlough and leave on private affairs taken together cannot exceed two years. It is understood that a modification of the leave rules for the Indian services is now under consideration of the Government of India, that there is a proposal to treat all kinds of long leave including leave on medical certificate as furlough and that such furlough can be taken to an aggregate amount of five years during the service and at less intervals than eight years. If the contemplated change is not to be introduced at an early date we would suggest that 'leave on private affairs' under article 337 be abolished altogether, that the maximum amount of furlough admissible under article 338 be raised from two to three years and that it be permissible for an officer to avail himself of it as follows:—

(*a*) Furlough for a year or any less period after six years' service instead of 10 as at present, and thereafter at intervals of not less than six years, one year or such other period as together with all periods already spent on furlough may not exceed two years and (*b*) after 25 years' service, furlough for two years or any less period which together with all periods already spent on furlough may not exceed three years.

At present very few avail themselves of the 'leave on private affairs' as that leave can be granted to an officer, only if he has not already had furlough, and as service for furlough of an officer who has had leave on private affairs counts only from the date of his last return from such leave. In other words, leave on private affairs not only vitiates the furlough already earned but does not count as service for furlough, while, on the other hand, such leave may be counted as furlough under the European Service Rules—*vide* article 300-B.

The increasing responsibility and strain, which work in the superior ranks of the service now entails, renders absences on furlough for a longer period than two years in the aggregate very desirable. The total amount of furlough admissible for the Indian services may be at least half of that which is admissible to the European services.

(*b*) The amount of leave allowances admissible under articles 340 and 341 of the Civil Service Regulations to gazetted officers and non-gazetted officers whose salary is not less than Rs. 300 per mensem during absences on long leave is restricted to half their average salary for the preceding three years; and as the Educational officers belonging to the various cadres do not receive the benefit of promotions in temporary vacancies it would be an advantage if a leave allowance equal to a moiety of their pay be substituted for 'half average salary.'

(*c*) It is further proposed that it should be *optional* for an officer eligible for furlough to avail himself on *full* pay of only half the amount of the furlough admissible to him at the time on the understanding that he is considered as having been on leave on half pay for double the amount of leave actually taken.

It has been brought to our notice that most of the officers to whom the Indian leave rules apply do not freely apply for furlough since they cannot afford to be on *half* pay or salary during such leave. The concession suggested above is intended to minimise this hardship.

84,028. **(VI.) Conditions of pension.**—(*a*) With reference to the second condition imposed by article 361 of the Civil Service Regulations it is submitted for consideration that, as in the case of officers recruited in Europe by the Secretary of State, the previous temporary and acting service of any officer of the Indian services should be made to count for leave, increments and pension, if the officer is subsequently confirmed in the service without any interruption.

The existing rules work hardly in the case of Indian officers and there seems no justification for making an invidious distinction in this respect between the European and Indian services.

(*b*) It is suggested that the minimum amount of service prescribed for optional retirement be reduced from 30 years (article 465 of the Civil Service Regulations) to 25 years and that consistently with this reduction the limit for other classes of pensions be fixed at 23 years instead of at 25.

No detailed explanation seems necessary in support of this proposal. The present conditions of life necessitate such a reduction and as is well known, seldom do Indians live to enjoy any pension. This is es-

pecially noteworthy in the educational services where the work required both in the scholastic line and in the inspectorate is very taxing.

(*c*) If the reduction suggested in the preceding clause cannot be carried out, we would propose as an alternative the substitution of the following table for that appearing under article 408 of the Cicil Service Regulations:—

If the total service of the officer is not less than	he counts as service for pension a period of leave—	
	(*a*) *out of* India not exceeding	(*b*) *in* India not exceeding
15 years.	1 year.	1 year.
20 „	2 years.	1 „
25 „	3 „	2 years.
30 „	4 „	3 „
35 „	5 „	3 „

At present 4 years' leave out of India and 2 years' leave in India count as qualifying service out of a total service of not less than 30 years; while under the revision proposed this difference is reduced from 2 years to 1.

84,029. **(IX.) Other recommendations.**—(i) It is suggested that in Class I, the proportion of statutory natives of India should be not less than 50 per cent. of the total number and that the proportion of such men among Inspectors of Schools should be not less than two-thirds.

(ii) The senior officer in each college shall ordinarily be the Principal, seniority being determined by service in Class I.

(iii) It is desirable that officers of the same status in the service should be placed on a footing of equality in regard to official precedence and similar privileges.

(iv) Officers of Class I should be given a higher position than is now accorded to them in the Official Precedence List.

Rao Bahadur M. Rangacharya called and examined.

84,030. (*Chairman.*) Witness was professor of Sanskrit and comparative philology, and represented the Provincial Educational Service, on whose behalf two* written statements had been put in.

84,031. The officers of his service were dissatisfied with the present parallel arrangement of the two services, and would like to see instead one service with two divisions. The posts of higher responsibility should be in the first division and those of lesser responsibility in the second. These divisions should be determined more by the nature of the work to be done than by considerations of race.

84,032. The reason for putting into the upper division only 50 per cent. of the lecturers was that the work of the colleges varied. The work done in one college by one lecturer might be higher than what was done in another college by another lecturer. The aim was to make it possible to take all those who were in superior positions and did comparatively higher work into the first class.

84,033. He had suggested a two-thirds recruitment in his written statement to be made by the local Governments, only one-third being made by the Secretary of State. According to his suggestion there would be in India 35 per cent. of recruitment by promotion and 30 per cent. by nomination. His suggestion gave a larger proportion of recruitment in India than that suggested by the officers of his service, but he did not intend that it should be confined to Indians alone. According to him Europeans also might be recruited in India. Some Europeans who had come out to India to serve in private institutions had already been taken here in Madras into Government service on the recommendation of the Local Government; and if suitable Englishmen were found in India, there was no reason why they should not be so appointed in future. His suggestion would thus work out to very much the same proportion of Europeans and Indians as had been laid down by the officers in their written statement. The appointments of Europeans made by the Local Governments compared quite well with those made by the Secretary of State in England. The Local Golvernment, however, know the local needs better.

84,034. The qualification for entering into class II would be the possession of a good University degree and also character and capacity to do the work. He did not consider it essential for teachers in the higher branches to have an English training. He had known some young men, who had gone to England, and could not say that they had been in all cases the better for going to England. It might, however, be said that their English training had perhaps been more often beneficial than otherwise.

84,035. The majority of the officers of his Service thought that Europeans and Indians in class I should be paid equally, but the minority took a different view. Personally he did not see why any compensation allowance should be given to a European, as foreign service had advantages in point of expenditure. A man need not spend so much in a foreign land as he would have to do in his own native country. If, however, the best men could not be obtained for the terms offered, the terms would have to be increased to attract them, because Indian education wants just now none but the best men.

84,036. The changes of professors from one chair to another were due partly to the insufficiency of the staff, but also to a large extent to want of faith in the capacity of the Indian assistant professors. This want of faith was unjustifiable. If his suggested scheme was established, the assistant professor would have a better chance of occupying the chair of his chief during his absence on leave. The assistant professor would thus be induced to equip himself better for his work and the undesirable transfer of professors from chair to chair would be avoided.

84,037. He favoured the complete separation of the professoriate and the inspectorate. Interchanges had been rather common in the Madras Presidency.

84,038. Indians seldom lived to enjoy a pension. Many old officers had died early, and even those who had taken their pensions had not lived to enjoy them long. Officers were asked to serve for too long a period under present conditions, before becoming entitled to what is called good service pension, and he should like to see the thirty years reduced to twenty-five. The recommendation in regard to making the senior officer on the staff of a college the principal thereof, whenever a vacancy occurred, was not absolute. If the early choice of the men was generally well made, no harm would arise from showing such consideration to seniority. Whenever there arose special reasons of importance, this rule of seniority might be disregarded. He could not speak about inspection work as he had had no experience of it at all.

84,039. (*Sir Murray Hammick.*) For certain subjects English professors were necessary, and it was important to have a proportion of Europeans in both the professoriate and inspectorate.

84,040. Officers in the same class, whether Indians or Europeans, should receive the same pay, but if it was absolutely necessary a European officer might be given more travelling allowances. It was not altogether the difference in pay that was the cause of the irritation in the service, but it was the difference in status which was largely responsible for it. Without equalisation of pay it was possible to equalise the status. At one time Indians were admitted into the superior educational service, called the graded service, and were given only two-thirds of the pay of Europeans. Then the pay was lower, but the status was the same. Now both had been made lower.

84,041. Whatever the theory might be the status was not certainly equal at present. He himself had been Professor of Sanskrit in the Presidency College for twelve years, but a professor of any other subject, who joined the Indian Educational Service to-morrow,

* The preceding written statement and that upon which Rao Bahadur A. C. Pranatartiharа Ayyar was examined—*vide* paragraphs 84,059–65.

would be considered senior to him in point of official status. The lowest place at the bottom of the list of the Indian Educational Service was considered to be above any position in the Provincial Educational Service. If the differentiation in pay was only in the form of a foreign allowance, it might be possible to make the services equal in point of pay as well as status; but if more emoluments be given as salary to Europeans it would not have that effect. The pay should be the same to both Europeans and Indians, with a separate column showing the foreign allowance for the European.

84,042. (*Sir Valentine Chirol.*) He had not been to England, and therefore his opinion as to the relative expenses in India and in England was not based on experience. But those, who had direct personal knowledge of life in England, had told him that to live the same kind of life, which an Englishman lived in India, would cost him very much more there than here. With the same pay, the margin of saving would therefore be much more in India than in England. It was a fact that any young man who arrived from England and joined the Indian Educational Service took precedence of any professor in the Provincial Service.

84,043. (*Mr. Abdur Rahim.*) Both pay and status were sources of grievance, and the Service would not be satisfied if only the status was raised without also a rise in pay. Any necessary difference between the pay of Europeans and Indians should be in the shape of some special allowance. His own idea was that the more substantial grievance was that of status. The sentimental grievance was the substantial grievance.

84,044. (*Mr. Madge.*) From his thirty years' experience he was able to say that University education had very considerably improved and advanced in India. He did not agree with the opinion that education in India was largely a cramming for examinations.

84,045. It was true that some men by going abroad became de-socialised, so to say, and denationalised also, but he did not on that account disapprove of suitable men going out of India, because there were quite as many, who benefited by it, as there were those who did not. Going abroad gave men generally a wider outlook on life and a larger culture. That would be a ground for Government giving a preference to men educated in England, provided they were such as had been really benefited by their foreign training; and such men should certainly be treated with greater consideration. In any case it was a mistake to suppose that any man, who had received his education in Europe or had had some European training, was better than the best among those, who had had all their education in India.

84,046. (*Mr. Fisher.*) He restricted the professors in the Presidency College, who were placed in class I, to those who did honours work. There was a large number of assistant professors in the Presidency College, and there was no very great difference between the functions of assistant professors and professors. The assistant had his work assigned to him by the professor who superintended the work. The initiative and responsibility rested with the professor. Some assistant professors did honours work. He did not think it would cause discontent if assistant professors, who did honours work, were excluded from class I, because they would under ordinary circumstances expect to enter that class in due time. It was desirable that the distinction between the classes should be founded on function, and the line of distinction should be drawn at the performance of honours work. There was a difficulty in putting assistant professors, who also did honours work into class I, unless Government was prepared to turn all the assistant professors into professors. Personally he had no objection to it, but he was afraid that the finances of Government would not permit it.

84,047. It might be satisfactory if the heads of the different departments were put in class I, irrespective of whether they performed honours work or not, but in the Presidency College almost every professor had honours work to do.

84,048. The chairs that would always be most appropriately filled by Europeans would be those of English literature, and European history. Those which should be filled by Europeans or Indians with European training for some time to come would be of physics, biology, chemistry, botany and geology. Mathematics and philosophy could very well be taught by Indians, and did not require to be taught by Europeans. Indian history and Oriental languages should be preferably taught by Indians.

84,049. In teaching Oriental languages and literatures both the method and the matter had to be taken into consideration. So far as the latter was concerned, Indian professors were certainly better qualified, and they were also becoming acquainted with modern philological and critical methods. The chair should surely be held by a man who had a mastery of modern linguistic and critical methods but not by one who could only teach in the old traditional way.

84,050. (*Mr. Sly.*) The suggestion that the headmaster of the Government Madrasah should be placed in the superior service was made because it was an institution devoted to the education of a special community. It was not only a concession to Muhammadan sentiment, but was necessary in the interests of the education of the Muhammadan community.

84,051. (*Mr. Chaubal.*) An Indian inspector began work much later in life than a European inspector. An Indian inspector had to put in anything from ten to twenty years or even more before he actually became an inspector. It was not fair that the work of a young energetic European should be compared with the work of an Indian who had put in so many as perhaps twenty years' service. Even in such a comparison the Indian inspector came off well, as he believed.

84,052. It was now necessary to have men of European training for the chairs he had enumerated, as he thought that the training in India in respect of those subjects was not up to the level of what was available in England. It would be a good thing if the best men trained in the Universities here were sent to England to be trained there at the State's expense, and were then appointed as professors in the Indian colleges. He would prefer a man being sent to England for training, than to have a man brought out fresh from England, both in the interest of the country and in the interest of its education.

84,053. In the provincial service very few men rose above the Rs. 400 grade.

84,054. The men in the provincial service would not regard bringing in some more men into it from the subordinate service as any compensation for being deprived of the few higher posts in the Indian Educational Service to which they now had a right.

84,055. (*Lord Ronaldshay.*) By the higher posts, to which the provincial service now had a right, he meant the two inspectorships and the five professorships now assigned to the provincial service, all of which would be put into the superior service if his scheme was adopted.

84,056. (*Mr. Grieve.*) Young Europeans entering the Indian Educational Service were better off in status than Indian professors of experience in the provincial service, because the former belonged to a higher service. The grievance was that the provincial service had been organised as an inferior service, and was looked upon and quite openly treated as such, although the work done by the inspectors and professors in this service was in no sense inferior to the work done by similar officers in the Indian Service.

84,057. (*Mr. Kameswara Rao.*) By the separation of the inspectorate and professoriate he meant that an inspector should not be made a professor at one time and an inspector at another, as had been done only too frequently in Madras.

84,058. It would be desirable to send some assistant professors to England to enable them to be trained in western methods and western institutions for a year or two, so that they might be placed on a footing of equality with Europeans to serve as professors; and he would prefer men trained in that way to men chosen in England.

(The witness withdrew.)

At Madras, Monday, 2nd February, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

The EARL OF RONALDSHAY, M.P.
Sir MURRAY HAMMICK, K.C.S.I., C.I.E.
Sir THEODORE MORISON, K.C.I.E.
Sir VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.
ABDUR RAHIM, Esq.
WALTER CULLEY MADGE, Esq., C.I.E.
FRANK GEORGE SLY, Esq., C.S.I.
HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioners:—

R. G. GRIEVE, Esq., M.A., Deputy Director of Public Instruction, Madras.
M.R.Ry. M. KAMESWARA RAO PANTULU Garu, Acting Inspector of Schools, II. Circle, Guntur.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. (*Joint Secretary*).

M.R.Ry. Rao Bahadur A. C. PRANATARTIHARA AYYAR Avargal, I.S.O., Inspector of Schools, Madras.

Written Statement relating to the Education Department, being a Memorandum regarding the Provincial Educational Service, Madras—Inspecting Staff and Headmasters.

84,059. *Introductory.*—I uphold the recommendations of the members of the Madras Provincial Educational Service, made in their written statement*, that the existing distinction of Indian and Provincial Educational Services should be abolished and that in their stead there should be one common service for the higher officers of the department which may be designated the Madras Educational Service. In no branch of the service should there have been so little necessity for the introduction of this invidious distinction and in no branch of the service again has that distinction been so keenly felt as in the Inspectorate.

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

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

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

84,060. **(I.) Methods of recruitment.**—The recruitment should be partly by promotion from below and partly by selection from without. The one measure is necessary in the interests of efficiency, chiefly of the lower service, and the other for the desirable introduction of fresh energy and advanced culture unaffected by the narrowing influences of an already established order of things.

District Assistant Inspectors.—Excepting two districts, viz., Madras and Nilgris, the remaining 23 districts of the Presidency have now each an Assistant Inspector and it is time that Madras too, with the development now given to elementary education in that city, should have one. There is also an Assistant to the Inspector of European and Training Schools. Thirteen of these officers are now in the Provincial Educational Service, while the rest are senior Sub-Assistant Inspectors but put in district charge and exercising the same powers and duties as the men of the Provincial Service. It is an anomalous arrangement, introduced some years ago and unwarranted, so far as I could see, by any other considerations than those of economy. The duties of Assistant Inspectors are important. They are immediately in charge of elementary education and are advisers to the local boards in the administration of the elementary schools maintained by them. They are in a manner the district representatives of the Educational Department and come closely in contact with the district administrative officers. Their status, therefore, should be improved and their appointments should all be brought under Grade II. They should be men whose mother-tongue is one or other of the South Indian languages and whose mode of life is such as to make it easy for them to camp in villages and mix freely with the people. Fifty per cent. of the total number of appointments of Assistant Inspectors may be reserved for promotion from the ranks of Sub-Assistant Inspectors (in which cadre have now been included Headmasters of Training Schools and the senior assistants) and the remaining 50 per cent. by selection from outside. (In this connection I would recommend

* *Vide* paragraphs 84,022–9.

that the lowest grade of Sub-Assistant Inspectors, viz., the Rs. 75 grade, may be abolished and that the next higher grade, viz., the Rs. 100 grade, may be fixed instead as the probationary grade.) None but Indian graduates in honours and under 30 years of age should thus be selected. In other words the vacancies of Assistant Inspectors, as they occur, should be filled alternately by promotion and by selection.

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

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

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

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

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

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

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

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

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

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

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

The Public Service Commission of 1886-87 said: "It is generally agreed that the recruitment of Inspectors from Europe should be considerably reduced, inasmuch as local agency may be substituted for them without loss of efficiency." For reasons already given I would go farther and say that the substitution of local agency will result in a great *increase* of efficiency. With this conviction of mine I would recommend that 75 per cent. of the total number of Inspectors be Indians and that, in view of the recruitment I have already suggested of Assistant Inspectors and Headmasters, they may be men promoted from that class of officers. The remaining 25 per cent. may be men recruited, including those recruited to meet special cases, by direct nomination by the Secretary of State for India. It is to be noted that in spite of the recommendation made above by the Public Service Commission and the action taken in pursuance of it by the Secretary of State for India and by the Government of India who fixed the proportion of Indian Inspectors at 50 per cent. of the total number, it has, nevertheless, gone down in Madras within recent years to 20 per cent.

84,061. **(II.) Systems of training and probation.**—*Assistant Inspectors and Headmasters.*—Every Assistant Inspector and every Headmaster appointed as such by promotion from the lower service, should have undergone a course of training in pedagogy. In the case of the rest, *i.e.*, of those appointed by direct recruitment by local Government, a year's training at the Teachers' College should be insisted upon; and when that training is over, they should be attached to the office of an Inspector of Schools for six months to learn their work and fit themselves for independent charge.

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

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

84,062. **(III.) Conditions of service.**—I have nothing more to add under this head to what I have already said in paragraph 84,060, *supra.*

84,063. **(IV.) Conditions of salary.**—Please see paragraph 84,059 (3).

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

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

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

84,064. **(V.) and (VI.) Conditions of leave and pension.**—I accept the recommendations made in paragraph 83,974 of the joint memorandum of the members of the Madras Provincial Educational Service.

84,065. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—Inspectors of Schools have much to do with the members of the Indian Civil Service in their capacity as presidents of local boards and managers of schools maintained by those boards; and the attitude of the latter to the Educational Department has generally been that of deference to expert advice and formal co-operation. This is generally in regard to schools which they have to administer. It is to be wished that they take more active interest in the spread and development of elementary education within their respective charges. Their influence is great with the people, and it can be exercised for good in the promotion of education in villages.

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

Rao Bahadur A. C. PRANATARTIHARA AYYAR called and examined.

84,066. (*Chairman.*) Witness had been an inspector for nine years, including a break of nearly two years when he acted as Deputy Director of Public Instruction and another break of more than a year when he was Personal Assistant to the Director. He had thirty-five years' service.

84,067. At the head of the inspecting organization there was the inspector of a circle, and under him were the assistants and sub-assistants. There were no additional inspectors in Madras.

84,068. Owing to the amount of work he had to do, and his ignorance of the vernacular language, an inspector, who had the last-mentioned disadvantage, usually had to confine his inspection to the upper forms of secondary schools. He left to his subordinates the inspection of both the lower forms and the preparatory classes of the secondary schools, and the elementary schools. The instruction in the lower forms of the secondary schools, and in all the elementary schools, was given in the vernacular, and the European inspector, who was ignorant of the vernacular, was not in a position to see matters for himself. Witness had been the headmaster successively of two high schools for a period of nearly twelve years, and had also been an assistant inspector of schools. In both these capacities he had come across European inspectors, amongst them being men who had grown grey in the service, who were unable to test work done in the vernaculars. He could only recollect one officer who had adequate linguistic capacity.

84,069. The witness, in addition to inspecting high schools, inspected the lower forms of secondary schools, and the preparatory classes of secondary schools, and also a very large number of elementary schools. There were forty secondary schools in his circle, and twenty-one private schools, *i.e.*, schools of the purely indigenous type. The forty secondary schools were not all teaching up to the same standard; twenty-two were high schools, going up to the matriculation, or school final, standard. The rest were incomplete secondary schools working up to the third or a lower form. The medium of instruction in the high schools was English. The twenty-one private schools were mostly unaided institutions.

84,070. There should be one inspector for European schools, and a separate inspector for Indian training schools, as the qualifications required for the two offices were entirely different. This suggestion, if carried out, would mean a considerable change in the present organisation.

84,071. He desired the abolition of the lower grade of sub-assistant inspector in order to make the service more attractive. He would absorb this grade into the one above it.

84,072. He desired to reconstitute the two present services into one superior service with two classes. All headmasters of high schools, and assistant inspectors, should be placed in class II. of the superior service, and in the subordinate service should be put the senior assistants in the high schools, all the sub-assistant inspectors, the headmasters and assistants

in elementary training schools, and the headmasters of incomplete secondary schools. The subordinate service so constituted would be the recruiting ground for 50 per cent. of the appointments in class II. of the superior service.

84,073. An officer should occupy the position of headmaster for five years before being made an inspector, if the efficiency of the school was not to be impaired.

84,074. It was a reasonable contention that an officer serving away from his own country should be paid more than an officer serving in his own country, but the status would never be the same if the salary was different. The lower the salary, the lower in the eyes of the public was the status. To get over this, officers recruited in Europe might be given a foreign service allowance, but this should be personal and not be attached to particular posts.

84,075. The girls' schools in his circle were under the entire charge of the inspectresses.

84,076. He had a Muhammadan sub-assistant inspector to assist him in the inspection of Muhammadan schools, and there was a Muhammadan supervisor under the sub-assistant inspector. The Muhammadan secondary schools were inspected by the witness with the help of the sub-assistant inspector. There were only two Muhammadan secondary schools in his circle, and he did not find any objection was taken to those schools not being inspected by Muhammadans.

84,077. (*Lord Ronaldshay.*) His reason for wanting to send assistant inspectors to Europe before they became inspectors was to broaden their outlook. Such men would benefit more by going to Europe after they had been serving in India for some years, than if they went as students to a European University in the first instance. During their time in England such men should visit training and model schools, and any other institutions which were considered worthy of notice, and should take notes. They would then see for themselves which subjects could best be introduced into India, and which could most readily be assimilated. He would like to see a tour of inspection arranged with the help of the India Office.

84,078. (*Sir Theodore Morison.*) English was the medium of instruction in the upper forms of Muhammadan secondary schools, and Urdu in the lower forms and preparatory classes.

84,079. The witness's knowledge of Urdu was very limited, and he had often wished that it was greater, so that he could do more efficient work. His position was very much the same as an Englishman's, in so far as the inspection of Muhammadan schools was concerned, but he had a colloquial knowledge of Urdu, and knew, he thought, Muhammadan conditions more intimately than any Englishman.

84,080. There were thirty training schools in the presidency excluding the Teachers' College, Saidapet. There was at least one for each district, which trained elementary teachers for the elementary schools. From forty to sixty students were trained every year at each school. Each district absorbed that number each year, and the output was still insufficient. All the students trained in the teaching schools entered the teaching profession. They received stipends from Government, while under training, and it was left to the management to supplement, or not, that stipend with a salary. The stipend was from Rs. 7 to Rs. 10 per month, besides grain compensation allowance. No fees were charged.

84,081. (*Mr. Chaubal.*) The provincial service, as it existed at present, was very far from being a contented service. There had been discontent ever since the service was formed in 1896. He did not know whether the witness, who had said that the discontent was not heard of until the Commission was appointed, had made any enquiries into the matter. At all events, the statement was not accurate. There was discontent with regard to the salaries themselves, and also with regard to the status.

84,082. The employment, in larger numbers, of Indian inspectors would not affect the tone of western education, which it was the object of Government to keep up, because an Indian, who had himself received a western education, was as well fitted as an Englishman to introduce all that the Government contemplated.

84,083. It would not be possible for anybody to introduce innovations into the education of the country without the sanction of the director of public instruction.

84,084. (*Mr. Madge.*) On account of its comparatively unattractive nature, the right class of Indian did not generally care to enter the teaching profession. With a few exceptions here and there, it was only third and fourth rate Indians who, up to the present, had joined the educational service. That was, indeed, an admission of inefficiency on the part of the present educational service. It was on the whole undoubtedly an inefficient service; but it could be made more efficient.

84,085. The best time for a man to go to Europe would be after about five or six years' service in India. By going early in life a man lost touch with his own country, and therefore it was better for him, in the interests of the country, to go later. He would then also be in a better position for comparative study.

84,086. He would give instruction in the mother tongue up to the sixth form. Subjects might be much more easily learnt and assimilated if they were presented to the pupils in their own language. In the earlier stages a student thought in the mother tongue, and then interpreted it.

84,087. There had been little production of original literature in the mother tongue on account of the neglect of the study of the vernaculars.

84,088. Men entered the provincial service on a lower salary than men got in the Revenue Department. The lowest salary in the latter service was Rs. 250, whereas in the educational service it was Rs. 200.

84,089. He would keep the professoriate and the inspectorate separate, as far as possible. They might be on the same cadre, but there should be as few transfers as possible.

84,090. The provincial service was greatly understaffed.

84,091. (*Mr. Abdur Rahim.*) The present provincial service was capable of considerable improvement. That was what he meant when he said it was inefficient.

84,092. There was provision for teaching Persian by a munshi in the Presidency College, but there was no adequate provision for teaching Arabic. In a number of secondary schools in his circle there were munshis appointed for the teaching of Persian, Arabic and Urdu, but they were not a satisfactory class of men.

84,093. The present staff of Muhammadan inspectors was not adequate.

84,094. There was a demand on the part of Muhammadans in the Madras Presidency that the Principal of the Madrasa-i-Azam in Madras should be an officer of the Indian Educational service, and not of the Provincial service. If, under the witness's scheme, that officer was put into class II., that ought to meet the difficulty. The Madrasa-i-Azam was capable of great improvement.

84,095. There was a demand in the service generally for a presidency allowance.

84,096. (*Sir Valentine Chirol.*) He would not agree with the witness who had said that an Indian serving in a province other than his own, could make quite as good a claim for compensation as a European serving out of his own country.

84,097. The salaries of officers of the Provincial Service were too small in themselves, as well as in comparison with those paid to officers in the Indian Educational Service.

84,098. His opinion with regard to the lowness of the salaries in India would not be modified by the knowledge that in Japan the salaries paid were considerably lower. Salaries could only be judged relatively to other salaries in the same country.

84,099. He would not be prepared to say that India was so far advanced at the present time that she could dispense entirely with European assistance for educational purposes. Nevertheless, Indians in India did consider that there was something derogatory in receiving a lower scale of salary than the Europeans who served alongside of them. They did the same kind of work, and they had suffered a good

deal in the public estimation by the different rates of pay. There was also the fact that in other departments, such differences did not obtain to the same extent.

84,100. (*Sir Murray Hammick.*) He did not agree with the opinion expressed by educational officers that, with the present salaries, it was quite possible to attract the best men to the Educational Department.

84,101. He had never been to England, so he was quite ignorant of the conditions of recruitment for the educational service, except from what he had read in connected papers. He had known people of a very good type, who had come out to India on salaries of Rs. 500 rising to Rs. 1,000 with personal allowances.

84,102. He did not think that certain areas in the Madras Presidency should be under Indians, and other areas under Europeans. The European inspector was not more likely to look to certain parts of his duty as being very important, while an Indian inspector was perhaps more likely to look to other parts as being more vital. He desired European inspectors for special purposes. For instance, an inspector of European schools must necessarily be a European. The inspectors of Indian training schools and technical schools should also be Europeans, provided they had the necessary linguistic qualifications. He would put the inspection of all other schools under Indians. He did not agree with the view expressed by the Education Committee of 1892 that the masterships of schools should be filled by Indians, but that they should be supervised by European inspectors.

84,103. He adhered to the statement that in his experience he had only come across one inspector of schools, who knew the vernaculars sufficiently well to examine an elementary school properly. It was necessary that every inspector of elementary schools should have not only a fair colloquial knowledge of the language, but also a sound knowledge of the literature of that language. An inspector should have an efficient knowledge of Tamil literature, and the Tamil language before he inspected an elementary school of Tamil boys.

84,104. (*Mr. Grieve.*) He had no objection to members of the domiciled community becoming district assistant inspectors, provided they possessed a good knowledge of the vernaculars. Members of the domiciled community had done, and were doing, useful work in the Provincial Service.

84,105. One of the functions of an inspector was to satisfy himself that the constitution of the managing body of a secondary school, and its financial position, were sound; and that the staff, its qualifications and numbers, and the general tone of the school were suitable. No knowledge of the vernacular was necessary to discharge any of those duties. He held, however, that teaching and organisation were the most important matters which an inspector had to see to, and for that work a knowledge of the vernacular was essential.

84,106. In a circle which was bilingual an Indian inspector need not be out of touch with a large portion of the teaching, as generally he was conversant with more than one vernacular. The sort of colloquial knowledge possessed by an Indian was again quite different from that possessed by a European.

84,107. (*Mr. Kameswara Rao.*) In any scheme of education, the vernacular should be the first language taught in the secondary course.

84,108. Indians were attracted to other services because the salaries and prospects were better.

84,109. The total number of Government secondary schools in the presidency was four.

(The witness withdrew.)

M.R.Ry. T. V. SESHAGIRI AYYAR Avargal, B.A., B.L.

Written Statement relating to the Education Department.

84,110. *Preliminary Remarks.*—Before dealing with the subject of the Educational Service under the various headings given, I desire to offer at the outset a few preliminary remarks explanatory of my views in regard to that service. The most serious grievance which Indians suffer from in the Educational Service is due to its bifurcation into the Imperial and the Provincial branches—the former almost exclusively manned by Europeans (I understand that two Indians of European reputation are now included in that close service) and the latter recruited in India mainly from the graduates of the Indian Universities. As a consequence of this practically racial division of the Educational Service into two services, the European, who is engaged in the same kind of work as is done by his Indian colleague in a college, starts and ends his career with higher emoluments and higher honour and status than is allowed to the Indian who has to plod his way through from very small beginnings to a salary which after a period of 30 years and more is not very much higher than the starting pay of what I would call the European Service. Even at the end of a full and approved or even distinguished service of over 30 years, the Indian, who has attained the highest position in the Provincial Service, is looked upon as one whose status is lower than that of the latest recruit to the Indian Educational Service. This state of affairs deters many an Indian of ability, culture and character from seeking employment in the Educational Department; and those who through love of learning and scholarly habits, enter the service become nerveless and dispirited in consequence of the worse than indifferent teratment which this system metes out to them. Speaking of this Presidency, I know that some men of the highest intellect and capacity entered the Educational Service, when its division into the Imperial and the Provincial branches had not been carried out. It is not now half so popular as it used to be. It may be said that better prospects of preferment in other walks of life have led many of our capable young men to enter other professions and seek service elsewhere. This, no doubt, partly accounts for the disfavour with which the Educational Service is looked upon. But it is common knowledge that many of our brilliant young men have been avoiding the Educational Service because of the colour bar in it and because also of the very inadequate remuneration and recognition which it offers. The Indian graduate has come to feel that the Educational Service is the least hopeful and the least remunerative of the callings that are open to him. Instead of regarding himself as one who has the high privilege of being called upon to do the noblest work which can fall to the lot of any man, the Indian educator barring brilliant exceptions has been forced to reach the conclusion that teaching should be resorted to as a profession only when no other vocation in life happens to be available. This is not as it should be; and undoubtedly it is traceable to the unjustifiable division of the Government Educational Service into the Imperial and the Provincial branches.

One other disqualification which the Indians in the Service labour under is attributable to the comparatively low scale of pay which is current therein. Whereas Graduates who enter other departments of the Provincial Public Service such as the Judicial, the Revenue, etc., start generally on a monthly salary of Rs. 200 or Rs. 250, appointments are rarely made direct into the Provincial Service in the Education Department, and the M.A., and L.T. in most cases begin life as a member of the Educational Department of the State on Rs. 75 a month and seldom goes up high enough to earn Rs. 250 a month. This is absolutely unjustifiable and cannot be considered to be conducive to the advantage of the State or of the people.

These two factors, therefore, the bifurcation of the Service into the Imperial and the Provincial branches and the very inadequate starting pay are responsible for educational appointments being so unwillingly sought after by worthy and capable young men. These two evils ought to be remedied, if any permanent improvement is to be effected in the personnel of the service, and the honourableness of the calling of education is to be established on a secure basis,

I shall now proceed to deal seriatim with the various points on which I have been asked to give my views.

84,111. **(I.) Methods of recruitment.**—I would divide the Higher Educational Service into two classes; (*a*) The Subordinate Class, (*b*) The Superior Class.

In (*a*) I would include—

1. All headmasters of High Schools and their senior assistants.
2. All Lecturers and Assistant Professors in the Arts Colleges.
3. All Assistant Inspectors of Schools.
4. A proportion not exceeding 50 per cent. of Professors in First Grade Colleges, not teaching for the Honour's Course.
5. The Superintendent of the School of Arts.
6. The Headmaster of the Madras-i-Azam, Madras.
7. The Vice-Principal, Teachers College.
8. All Assistant Professors of the Engineering College.
9. All Assistant Professors in the Medical College.

In (*b*) The Superior Service will consist of—

1. The Deputy Director of Public Instruction.
2. The Principals of the First Grade Colleges.
3. The Principal of the Teachers College.
4. All the Professors in the Arts Colleges, teaching for the Honour's Course, and a proportion not exceeding 50 per cent. of the Professors in the First Grade Colleges not teaching for the Honour's Course.
5. All Inspectors of Schools.
6. The Principal, Mangalore College.
7. The Personal Assistant to the Director of Public Instruction.
8. The Principal of the Law College.
9. The Principal of the Engineering College.
10. The Principal of the Medical College.
11. The Professors in the Law College.
12. The Professors in the Engineering College.
13. The Professors in the Medical College.

The Subordinate Class in the Higher Educational Service should be recruited from those who have passed the M.A. Degree Examination of the Madras University, or have passed the Honours B.A. Degree Examination. In exceptional cases, as when by promotion a Sub-Assistant Inspector becomes an Assistant Inspector, the Pass B.A. Degree may be held to be enough. The first appointments should be on probation on a salary of Rs. 150 a month for two years; if found worthy at the end of that term of probation, they should be made to start on a pay of Rs. 250, the maximum pay of the service going up to Rs. 800 a month. I shall suggest later on a slight modification in respect of the recruitment of the Assistant Inspectors of Schools. There should be a time-scale in relation to pay, and promotion should not depend upon the death or the retirement of seniors:

The Superior Class in the Higher Educational Service should be recruited in three ways:—

(*a*) One-third by promotion from the Subordinate Class.

(*b*) One-third by direct recruitment in England.

(*c*) One-third by direct recruitment in India.

As regards the third who are to get in by promotion from the Subordinate Class, it need hardly be remarked that selection should not depend exclusively upon seniority; approved good work, evidence of real scholarship and capacity for original research and criticism should be the guiding factors in regard to the elevation of the members of the Subordinate Class to the Superior Class.

Direct recruitment in England will be in the hands of the Secretary of State; but it is permissible to suggest that his selections should be made on the advice of a board of half a dozen gentlemen selected from among the Professors of the principal Universities in England and Scotland.

The patronage relating to direct recruitment in India should be very carefully exercised without giving scope to undersirable aversions or unhappy predilections, and taking suitable merit alone to be the most appropriate recommendation. One class of men from whom the selection may be made are such Indian Graduates as have gained distinction in English or other European Universities. Another class from which Indians may be recruited has to be created anew. I recommend that year after year two or three distinguished graduates of the University should be given Fellowships tenable for three years, and that they should be asked to stay during the period in a European University and conduct original work of some kind, or be attached there to special Professors, as in some of the German Universities, to "devil" for those Professors. A third class may be found in the ranks of those who have distinguished themselves by continued study and original work or have served well and ably in aided Institutions in India. There are indeed many very capable men engaged in doing teaching work in aided institutions and it would conduce to the encouragement of their good work and also to the efficiency of the Government Educational Service, if they are also on suitable occasions allowed to enter Government Service. In this last instance, the age of recruitment has naturally to be higher than in the case of Professors recruited from England. I would fix the maximum age limit at 35.

Every member of the Superior Service should be given Rs. 500 during the period of probation. After the period of probation is satisfactory gone through, the starting pay should be Rs. 600. Promotion in pay should be in accordance with a time scale. In the case of those who are directly recruited either in England or in India, the probation should be for a year. Those thus recruited should pass an examination in one of the Vernaculars of the Presidency, before they are confirmed.

I wish to make here a few observations as regards the relation *inter-se* between the Professorial and Inspectorial branches of the Service. The work of teaching has suffered considerably by the Inspector of to-day being made the Professor of to-morrow and *vice versâ*: Professors have also been often taken away from their special field of work, in which they had laboured long and well, to begin work afresh in a new field in an experimental sort of way. Confining myself to the case of the Inspectorate, I would suggest that a fair proportion of Assistant Inspectors should be selected from those who have gained experience as headmasters of High Schools. A knowledge of the control, supervision and management of a school, and of the way in which actual teaching work should be done therein is a necessary requisite for a good Inspector. Another proportion should be selected from the ranks of the Sub-Assistant Inspectors. Some with the needed qualifications may be appointed directly as Assistant Inspectors. But he who is finally selected to do Inspection duty, should not be asked to change his line and take up teaching work. My suggestion is that the M.A. or the B.A. who is chosen for service in the Educational Department must on recruitment be alternately employed to do Inspection work for three years and teaching work for three years; and at the end of these six years, the Government, on the report of the Superior Officers, should finally appoint him to one of the two branches. There should be no shifting from branch to branch after this. This suggestion of mine applies with particular force to Inspectors. In passing, I desire to point out that there has been an unexplained retrogression in the proportion of Indians to Europeans in the higher Inspectorial service. The recommendations of the Education Commission in regard to this proportion have been entirely ignored in recent years; and my endeavours to find out the reasons for this retrograde step have elicited the very unsatisfactory answer that it has been found expedient to encourage this retrogressive state of affairs. Indians by their knowledge of the country and of its Vernaculars are better fitted to control and supervise Indian schools in India; and their proportion among Inspectors should therefore be in the inverse ratio of what it is to-day in Madras.

The Law College.—I now deal with the special professional colleges:—As regards the Law College, the Principalship should be open to both Europeans and Indians alike and to barristers as well as vakils. The curriculum of studies for the B.L. Degree Examination comprises many subjects which are peculiar to Indian law and Jurisprudence; and the practice of indenting upon the services of an English Barrister having no previous Indian experience to fill the office ought to be given up. I would go the length of

saying that nobody should be the Principal of the Law College who has had no experience of work in the Indian Courts. There must be two Professors with a starting pay of Rs. 500 each to be recruited from the bar; they should be included in the cadre of Subordinate Judges and have their promotion regulated in accordance with that service. The Principal and the Professors should be full time men, confining their attention to College work. There must be at least 4 assistant professors who will be selected from the practitioners of the High Court. They will not be full time men, nor will be included in the service. I am of opinion that the Law College should not be under the control of the Director of Public Instruction. The system which obtains in Calcutta should be adopted.

The Civil Engineering College.—The first observation that I wish to make is that the Institution should be under the control of the Chief Engineer or of the Director of Industries and not of the Director of Public Instruction. The Medical College is under the supervision of the Surgeon-General and not under the head of the Educational Department. The same reasons hold good in the case of the Engineering College.

The Principal of the College should be of the same rank as a Superintending Engineer and he should have the same pay and prospects and be recruited generally from the Department.

There should be five Professors in the Superior Service—(*a*) For Mechanical Engineering; (*b*) For Civil Engineering; (*c*) For Electrical Engineering; (*d*) For Geodecy and (*e*) For Architecture. At present Architecture is not taught as a subject and having regard to the extensive building operations carried on by the Department of Public Works, it seems necessary that there should be a separate Professor to teach that subject; Geodecy, I understand, is not taught by a specalist: from my experience of the Survey operations in this Presidency and from the admission made by Government on a recent occasion of serious and grave mistake in surveying, it seems absolutely necessary that this subject should be taught by a specialist; Sanitary Engineering also should be taught as a special subject, but it may not be necessary to have a separate Professor for that subject. All these five professors should belong to the Superior service: I would suggest that generally speaking these professors should take rank with Executive Engineers, and may be recruited from that class. With regard to Mechanical Engineering, Electrical Engineering, and Geodecy, I am of opinion that persons who have had training the West and who have had experience of manufactories and workshops should be selected. The pay in the case of these officers may be higher than what is paid ordinarily to the members of the Superior service.

In the Subordinate service there will be 5 Instructors or Assistant Professors who will take rank with Assistant Engineers. There will be one Instructor in each of the subjects taught by the professor. They should ordinarily be recruited from the B.E.'s of the College and in special cases from other parts of India or from England. I am strongly of opinion that Mechanical Engineering, Electrical Engineering, and Architechture should be taught to the Upper Subordinates also. They require these instructions when employed under Government and they will sooner than B.E.'s in these subjects secure employment under private agencies.

There should be Assistant Instructors in all these subjects who will start with a pay of at least Rs. 100 and who will be recruited ordinarily from passed B.E.'s.

I may in conclusion state that there is hardly any necessity for there being two classes below the Engineering class. The Upper Subordinate and the Lower Subordinate classes should be amalgamated into one: I would suggest that the draftsman's class should be resuscitated.

The Medical College.—The recruitment of this College presents greater difficulties than the other Institutions. There are about 16 professors; ordinarily the senior professor is the Principal of the College. A good many of the professors have appointments as heads of Special Medical Institutions in the Presidency Town, as the Maternity Hospital, Ophthalmic Hospital, the Lunatic Asylum, etc., and they draw special allowances for lecturing in the College. The professional department is at present a close service manned only by I.M.S. officers. In regard to at least 5 of the professorships I would strongly suggest that Indians should be appointed. The subjects I have in mind are Hygiene, Medical Jurisprudence, Physics and Chemistry, Anatomy and Biology. These professors should be drawn from those who have taken the M.B.C.M. degree of the College and should be in the Superior branch of the Educational Service.

The Assistant Professors should be selected from those who have passed out of the College and they should belong to the Subordinate Service, liberty being given to them to have private practice. The present arrangement by which they are included in the cadre of Assistant Surgeons will not conduce to any research work being done by them, as they may be shifted from their place at any time. This question indirectly touches to some extent the large question relating to the bifurcation of the services into the army medical and civil medical into which I do not enter.

I have dealt with the question of recruitment rather fully, as that goes to the root of the complaints which Indians have against the present organisation of the Educational Service. I shall now proceed to make my observation on the other points.

84,112. **(II.) System of training and probation.**—I have assumed in dealing with the first question that every one of the Indian recruits to the Educational Service should have passed the L.T. Degree Examination. I have also stated what the probationary period should be in certain cases. I have not touched upon the nature of the training which an Assistant Professor or a Professor should have undergone prior to selection. It is true that the Training College in Saidapet is an Institution which has done good work. But a Professor is not to be selected as such because he is capable of enforcing discipline, and because he has learnt the mode of imparting instruction in High Schools in special subjects. Every professor or assistant professor whatever may be the subject he may be called upon to teach should possess a knowledge of the history of the world in general and of India in particular; he should know the nature of the forces that help on and retard civilisation, and should be a person of high and unimpeachable character. In the Teacher's College lectures should be delivered on the history of civilisation, on comparative religion, on the science of politics, and on the early medieval and modern history of India with special reference to the changes in the moral and material condition of the people which the British rule has brought about. A professor is not to be a mere automatom delivering his class lectures regularly with perfect mechanical precision. He should be the centre of good influences and become a true guide capable of moulding and directing well the pupil's future career. To be able to fulfil this higher function of his calling in an adequate manner, he requires the training I have referred to; and under the influence of such training he will certainly acquire the power to command respect and to enforce goodness.

84,113. **(III.) Conditions of service.**—I have to a certain extent already anticipated what I have to say under this head. To both the classes of the higher service, the appointments should be made from M.A.'s, and honours graduates, there being, however, an exception made in the Subordinate Class in the case of Assistant Inspectors. The ordinary age limit should be 30 years for first entrance; and in the case of direct recruitment in India as also in the case of Assistant Inspectors recruited from the staff of aided Institutions, this limit may be extended to 35 years. I suggest that in all cases there should be a year's training. The ordinary period of probation should be one year in the case of new men whether employed in the Subordinate or the Superior Class of the Higher Service. Candidates for appointment in the Educational Service should be British subjects or subjects of Native States in alliance with the Government of His Imperial Majesty in India.

84,114. **(IV.) Conditions of salary.**—This has been partially dealt with already. There should be no distinction in the conditions of salary between Europeans and Indians belonging to the same class of the Educational Service. They should all start on the same pay and have the same chances of promotion, so long as they belong to the same class of the Service. It is the way of the world not excepting the world of students—to show greater respect to the man with the higher pay; and unjustifiable difference in pay is sure to militate against the respect which is due to the teacher as teacher, and will create in him such discontent as will assuredly stand in the way of good work being done by him with real, earnestness and enthusiasm.

84,115. **(V.) and (VI.) Conditions of leave and pension.**—I do not propose to offer any detailed suggestions on these points. One of the most potent causes which give rise to the death of Indians, while they are still in service, is the want of proper leave conditions; while an European can, during the period of his good service, take six years furlough, an Indian can take furlough only for two years. This great inequality should not be allowed to exist. The modern conditions of life and work do not tell differently on Indian and European in India. They are quite as trying to the Indian as to the European. An Indian should in any case be entitled to have at least four years' leave. I am informed that the terms on which leave on private affairs can be granted are so unsatisfactory that Indians are very largely unable to avail themselves of it. This special kind of leave, it has been suggested to me, should be abolished.

As regards leave allowance, I would suggest that it should be half the pay drawn at the time of the leave and not half of the average salary as at present allowed.

As regards pension, I would suggest that, in the case of people drafted from aided Institutions, their previous service in such institutions should also count for pension. I would reduce the qualifying period for pension from 30 to 25 years.

84,116. **(VII.) Limitation as regards the employment of Indians, &c.**—I have dealt with this question in the prefatory remarks that I have made (paragraph 84,110). That the division of the service into the Imperial and the Provincial sections has rendered the service unattractive to Indians, few will deny. The feeling that in this service the Indians are regarded as persons belonging to an inferior class whatever their qualifications may be, and that there is a colour bar in regard to prospects of promotion and preferment has kept back many willing and able men from entering the service. Further, among those that have got into the service there is deep discontent and no genuine enthusiasm.

84,117. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—I think that the educational officer should take rank immediately after the Collector and District Judge, thus getting over every officer of an equal grade in the other services. Speaking from the point of view of an Indian, I have no hesitation in saying that, whatever may be the salary that is paid to him, the teacher as such deserves to be regarded as one who is entitled to special distinction. To honour him well and duly would be some compensation for the poor pay he generally receives; and it would not be too much remuneration for the noble work he is engaged in for the good of society and of the State.

84,118. **(IX.) Other points.**—I am conscious that the Commission is not concerned with the system of education as a whole in India, but only with the recruitment, pay, and prospects of the officers employed by the Government in its Educational Service. Still it has to be borne in mind that the betterment of the prospects of those who are employed under Government will naturally give rise to the demand for a corresponding advance in the pay and position of teachers employed in aided schools. Government have no direct interest in their management; but they have as direct an interest in the progress of the students who are being educated under these teachers as they have in those who are studying in Government institutions. And consequently it would be well if this Commission suggests means by which the lot of the aided school teacher also may be bettered. Otherwise the work of education cannot make any real progress in the country in the near future. The distribution of larger grants to aided institutions and the modification of all such rules as have tended to disable deserving private institutions from availing themselves of grants from Government funds should be pressed upon the attention of the local Government as means calculated to improve the status and rank of the profession of education and thereby advance the progress of the people in all desirable directions.

I have hitherto dealt with the superior officers of the Higher Educational Service. I wish to say a word about those in the Lower Service. Under this head I deal with the teachers in high schools and with those inspecting officers who are known as Sub-Assistant Inspectors. In the case of these the training given in the Saidapet Teachers' College seems to be quite sufficient. But their starting pay should not be less than Rs. 100, and they also should have a time scale in regard to promotion. The Elementary School teacher, who is working under Local Boards and Municipalities, which are quasi public bodies, really moulds the minds of the large majority of the rising generation. He gives shape to the plastic mind of the young boys in their tender age. The salary paid to him is in no sense attractive, being in fact less than what is often paid to duffadars in Government offices. The Government of Madras have done something to better the condition of the Elementary School teacher. But it is still far from satisfactory. I hope this Commission will devise means whereby due attention will be directed to the pay and prospects of the Elementary School teacher who is the real backbone of popular education in India as elsewhere.

If I were giving evidence upon the needs of Indian education in general, I should feel tempted to offer further suggestions. Conscious of the specific powers of the Commission and also of the limitations placed upon me as a witness, I do not feel justified in adding anything more to this Memorandum.

M.R.Ry. T. V. Seshagiri Ayyar called and examined.

84,119. (*Chairman.*) Witness had been connected with education, as representing the University in the Legislative Council. He had also been, and was, manager of a girls' school and a secondary school for boys.

84,120. His main contention was that at present there was a colour bar in the Educational Service, which should be removed. Witness would form a new educational service, consisting of one higher service with two classes, and of a subordinate service below it. His reason for putting only 50 per cent. of the professors of the first-grade colleges, not teaching for the honours course, in the first class, was because in the second-grade colleges there were more suitable men for the superior service than in the first-grade colleges.

84,121. One-third of the vacancies in the first class would be filled by promotion from class II, one-third by direct recruitment in England, and one-third by direct recruitment in India. The one-third recruited in England would be selected in the same way as at present. For the two-thirds recruited in India he suggested the establishment of fellowships.

84,122. It was not essential that all teachers in the first class of the superior service should have had a European training, nor would he lay it down that the whole of the one-third recruited in India should have had such a training. But he would have two fellowships for Madras, to enable two young men after their honours course to go to England or Germany, and after three years' training, come back to India and obtain appointments in class I of the higher service. The total number of such fellowships for all India should be 12 or 15. The value of the fellowship should be £100.

84,123. He would recruit also for class I of the higher service from those doing work in the aided

institutions and at the age of thirty-five, because there were some good men teaching in those institutions as headmasters, and it was right that they should be attracted to the Government service. Such men would be a strength to the service, and their experience in the aided institutions should be utilized by Government. There was also the fact that such men had no prospects in the aided institutions. He made the suggestion both in the interests of the officer and in the interests of the service. He did not anticipate that any cadre difficulty would arise by the indiscriminate introduction of officers up to the age of thirty-five. There would be very few such men to be brought in in that way.

84,124. His scheme for a six-year probationary period, prior to an officer deciding which branch of the service he would take up, applied both to Europeans and Indians. He did not see any difficulty in working that out in practice. It ought to work satisfactorily on the collegiate side, and in fact be a great inmprovement on the present method. His main reason for putting forward the scheme was to obviate any future interchanges as between the two branches.

84,125. An English degree should not be required from the officers promoted to class I from class II, nor need study leave be insisted upon. He would promote men on their Indian qualifications.

84,126. There should be similarity of pay for all members of the senior service. In exceptional cases, for instance in the case of the Civil Engineering College, it might be desirable to offer a higher pay in order to attract men from England, but that should not be made a general rule. A salary of Rs. 500 rising to Rs. 1,500 would draw the best men to the Educational Service. If that amount did not attract the best Europeans it would be necessary to offer such a salary as would attract them.

84,127. Officers drafted into the service from aided institutions should come under a pension scheme. He had not thought out how he would arrange for their paying up their contribution prior to their joining the service, in order to put them on a level with officers already in the service. Possibly some provident fund arrangement would be the best. The amount of pension which such men could receive would of course be comparatively small.

84,128. (*Sir Murray Hammick.*) The European element in India was being kept up, partly to teach special subjects which could only be learnt in England, and partly for the purpose of maintaining throughout the country a western standard of education. But, even if all the inspectorships were filled by Indians, locally recruited, there was no danger of that standard deteriorating. England-returned Indians, of whom there was a fairly large number in the presidency, could be obtained to occupy positions as inspectors.

84,129. (*Sir Valentine Chirol.*) Employment under Government carried with it more prestige than employment in State-aided and independent colleges. He included amongst State-aided colleges missionary colleges. He knew of instances where men from missionary colleges had been willing to go to Government colleges, notwithstanding that in the former institutions they had greater independence in the matter of religious instruction.

84,130. Speaking for himself, he did not think the country was yet ripe for any system of bringing out professors from England on short-term contracts, except for very special subjects. For some time to come there should be a regular service for the ordinary tutorial work.

84,131. He did not think his proposal of taking the best men away from the State-aided colleges, and putting them into the Government service would weaken the State-aided system.

84,132. (*Mr. Abdur Rahim.*) A knowledge of the vernacular and of the conditions of the locality was absolutely necessary for an efficient inspector. Inspection work had been suffering from want of intimate knowledge of the vernacular.

84,133. (*Mr. Madge.*) It would conduce to the work of education in India if Indians were sent to England after some years' service in India.

84,134. He would give instruction in the mother tongue up to the fourth form, after which it should be in English.

84,135. He would certainly separate the inspectorial from the professorial service.

84,136. He desired to take the Civil Engineering College away from the jurisdiction of the Director of Public Instruction, because the latter gentleman was not well acquainted with the conditions of teaching in the college. He was generally an arts man, and was not able to give his time to the subject, or to find out what the difficulties in an engineering college were.

84,137. (*Mr. Fisher.*) There was no reluctance on the part of graduates in the Madras Presidency to cross the sea. That prejudice, which once existed, was dying out altogether. Therefore, a recommendation that Indians should go to Europe for some European training in order to take part in the higher educational service would not be a serious disability.

84,138. His proportions for recruitment need not be exactly kept. In a service like Education it was very difficult to law down any hard-and-fast proportions. If there was not a suitable Indian available, he would not have the least objection to a European holding the appointment. It was only the principle that he was anxious about.

84,139. A high school would not suffer by its headmaster being made an inspector. There would be as good men to take his place. It was essential that an inspector should have had experience as a headmaster.

84,140. The reason why he thought the Law College should not be under the control of the Director of Public Instruction was because the Director of Public Instruction was generally an arts man, and knew nothing of what went on in the Law College. Only persons who knew the work should be put in positions of authority.

84,141. Indian students were affected by the salary which their teachers received. There would be greater enthusiasm and more contentment in the provincial service if the status of the officers was raised.

84,142. (*Mr. Sly.*) The scale of salary he suggested, namely Rs. 500, rising to Rs. 1,500, was necessary in order to attract the best Indians in Madras to the service.

84,143. The proposal that Government should give up Government colleges altogether, and hand them over to the University, or to some other body, with a grant-in-aid, was not a good one. It meant that the syndicate would have to appoint the professors, and from what he knew of the Madras syndicate, he would not entrust that duty to them under the present conditions.

84,144. There were about twenty lady graduates in the Madras University, and two or three passed every year.

84,145. (*Sir Theodore Morison.*) If a hadmaster of a State-aided institution was competent enough, and was willing to join the Government service, he should be given an opportunity of doing so. He should be allowed to better himself, whatever was the opinion of the managing board of the aided-school.

84,146. The salaries paid in private institutions were about two-thirds of those paid in the Government service.

84,147. (*Lord Ronaldshay.*) It was really the atmosphere of learning, in which an Indian found himself in a European University, which was the chief advantage derived from going to England.

84,148. (*Mr. Fisher.*) He was aware that the scale of pay which he was advocating for the highest class of Indian teachers in India was appreciably higher than that which prevailed at Oxford and Cambridge.

84,149. (*Mr. Grieve.*) He objected to the syndicate having the appointment of professors, because they were not in touch with the wishes of the people. He agreed that the syndicate was elected by the senate.

(The witness withdrew.)

Maulvi Muhammad Ibrahim Sahib Quraishi Bahadur, Principal, Madras-e-Islamiah, Vaniyambadi.

Written Statement relating to the Education Department.

84,150. *INTRODUCTORY. Existing defects.*—The following are the most notable popular grievances in regard to the present Educational Service:—

(1) The European Monopoly of the Indian Educational Service.

(2) The scant respect in which the educational officers are generally held when compared with the officers of other departments.

(3) The frequent changes of educational officers from the inspectorate to the professorial staff of Colleges and *vice versâ*.

(4.) The inadequate acquaintance of the European Inspectors and Professors with the Indian languages, religions, manners and customs.

(5) The comparatively low status of the Provincial Service Officials.

(6) The practical impossibility of the Indians rising to be Inspectors until after reaching their middle age.

(7) The invidious distinction existing between the Indian and the Provincial Services as regards leave, pay, promotions and the amount of work expected to be done, even when the officials of the two services are employed in the same sphere and the nature of their duties is the same.

(8) The extensions of service too frequently granted to senior officers, which has the effect of retarding the promotion of junior officers.

(9) The paucity of Muhammadans and some other classes in the Educational Services and the inadequate organization provided for the education of such classes.

It is for these reasons that the Educational Service is not so popular amongst the Indians as other departments of the Public Service and that education imparted in our Schools and Colleges is not so efficient as it might be. Any scheme of re-organization that may be proposed should seek to redress these grievances.

Re-organization proposed.—I would, therefore, do away with the existing distinction between the Indian and the Provincial Educational Service and have in stead one common service, say, the Madras Educational Service. This might be divided into two grades, the higher and the lower on the basis of salary. The higher grade may be allowed a salary of Rs. 700—Rs. 100 (annual) Rs. 1,500, while the lower grade Rs. 250 Rs. 50 (annual) Rs. 650. In the higher grade, I would include the Deputy Director, the Principals and Professors of Colleges and the Inspectors of Schools, while the lower grade will comprise the Personal Assistant to the Director of Public Instruction, the Assistant Professors, and Lecturers of Colleges, Head Masters of Secondary Schools and Secondary grade Training Schools, and the Educational officers in charge of Districts. Officers drawing less than the minimum salary of the lower grade would form the Subordinate Educational Service as now. Other particulars regarding the proposed organization are subjoined under the various heads given for the preparation of this statement.

84,151. **(I.) Methods of recruitment.**—*Present Method.*—Of the 3 branches into which the Educacational Department is divided, viz., (1) The Indian Educational Service, (2) The Provincial Educational Service, and (3) The Subordinate Educational Service, the appointments to the Indian Educational Service are now made by the Secretary of State, but not necessarily in England. Nor is there any competitive examination. There have been several cases of people who first came out to India to serve some private institution, but were subsequently drafted to the Indian Educational Service on the recommendation of the Local Government. On the 1st January 1913, there were 30 appointments of this *cadre* under the Madras Educational Department, but not one of these was held by an Indian.

The recruitment to the Provincial Service is now done by the Local Government, partly by promotions from the Subordinate Service, and partly by direct appointment, but there is no limitation to recruitment in either way. There were 41 appointments in this service in the beginning of the year, 32 of which were held by Indians and the remaining 9 by Europeans and Eurasians.

Suggestions.—In my scheme of re-organization, I would restrict all appointments in the higher grade to distinguished graduates of Indian and European Universities. For 35 per cent. of these appointments recruitment might be made in England by the Secretary of State, preferably in consultation with his Council and on the recommendations of the authorities of the different Universities. The remaining 65 per cent. should be recruited in India, 35 per cent. by direct appointment by the Local Government and 30 per cent. by promotions from the lower grades. I would restrict all appointments made in India to such natives of India as have had a European training. Promotions from the lower grade should not depend on mere seniority, but upon evidence of real capacity for higher educational work. These conditions would ensure that the men who got into this cadre was possessed of the requisite qualifications, while they would leave the door open for the admission of Indians.

For the lower grade recruitment should be made by the Local Government. Fifty per cent. of the appointments should be made by direct nomination by the Local Government from amongst the graduates in honours and the remaining 50 per cent. should be filled by promotions from the Subordinate Service. In making direct appointments the Local Government should take care to see that the different sections of the Indian community were as far as possible represented in the Educational Department.

84,152. **(II.) Systems of training and probation.**—I take it that only such people as have undergone at least a year's training for the teacher's profession will be appointed to the Educational Service, whether in England or in India. I would keep all those so appointed on probation, for at least three years, during which they might be paid the minimum salary of their grades without any increment. During the probationary period, I would require them to pass an examination of proficiency in an Indian vernacular or classical language as also in Indian History and Sociology. Those who are appointed to the higher grades of the service might also be made to acquire a working knowledge of either German or French. All officers appointed to the Educational Service should also be given an opportunity to make themselves sufficiently acquainted with the working of our Secondary Schools, as such experience would stand them in good stead, whether they become Inspectors or Professors. It is desirable that only such officers should be appointed Inspectors as have had service as Head Masters of High Schools. Those who are directly recruited for the inspectorial staff should be made to learn office work under senior Inspectors before they are put in independent charge. When the probation is over every recruit should, once for all, be made either an Inspector or a Professor. For frequent changes from the Colleges to the Inspectorate and *vice versâ* are undesirable in the interests of the efficiency of the Educational Service. Inspectors have no time to keep themselves abreast of the times as regards the advance of scientific knowledge and in these days of specialised study, they cannot be expected to do justice to their duties when they are made Professor of Colleges. It is likewise hard for one who has long been lecturing in the College Department to bring himself down to the level of the Secondary School pupil and view the work of his masters with sympathy and in right perspective.

84,153. **(III.) Conditions of service.**—I would lay down a minimum of 22 years of age for those who would enter the Educational Service and a maximum of 30. In exceptional cases, this latter might be extended up to 35 years. Extensions of service should be granted only in exceptional cases to officers of distinguished merit, as such extensions put off the promotions of deserving officials.

84,154. **(IV.) Conditions of salary.**—There should be no distinction of salary between Europeans and Indians. They should all start on the same pay, have the same chances of promotion so long as they do a similar kind of work. Personal allowances of Rs. 100 to Rs. 300 in the case of higher grades and Rs. 50 to Rs. 150 in the case of the lower might be allowed after 10 years' service to such officers as have rendered meretorious services during the period.

84,155. **(V.) Conditions of leave.**—The leave rules now existing make an invidious distinction between the Indian Educational Service and the Provincial Service. The rules governing the Indian Educational Service ought to be extended in *toto* to all the members of the Educational Service. This would give the Indians an opportunity to visit Europe now and then and gain first-hand acquaintance with the latest Educational developments and qualify themselves for further promotion. Privilege leave might be allowed to accumulate for six months and the interval that should elapse between privilege leave of over six weeks' duration and furlough might be abolished.

84,156. **(VI.) Conditions of pension.**—Pension rules should be so modified that an officer can obtain full pension after 25 years' service. Retirement on medical certificate should also be possible for an officer after 20 years' service. In the case of people drafted from private institutions at the age of 35, a service of 20 years may be held sufficient for pension. There should be no distinction between Europeans and Indians as regards pension rules.

84,157. **(VII.) Limitations as regards the employment of Indians.**—Whatever the theory, the Indian Educational Service is at present an exclusively European service, though the Provincial Service is not exclusively Indian. It is to remove the dissatisfaction resulting from such an organization that I propose to have but one common service of Europeans and Indians. I take it that most of the officers recruited in India would be natives of India whilst most of these recruited in England would be Europeans.

84,158. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—The relations between the officers of the Educational Department and those of the other departments are generally satisfactory, excepting that the former however high their position on paper are generally looked down upon as belonging to an inferior service. The comparatively small salaries they now draw and the low position that is assigned to them in the matter of official precedence are in a measure responsible for this unhappy feeling. It is therefore necessary that the salaries of the different grades of the Educational Service should be the same as the salaries of the corresponding grades in the Indian Civil Service. As regards official precedence, the Director of Public Instruction should have a position like the Judges of the High Court, the other educational officers of the higher grade like the District Judges and those of the lower like the Subordinate Judges. Titles and honours should also be granted to educational officers more often than now.

84,159. **(IX.) Some other points of importance.**

A.—ADMINISTRATIVE AND CONTROLLING AGENCIES.

(1) *Personal Assistants to the Director.*—While the Deputy Director concerns himself with purely financial matters involving the application of different codes, the Director has charge of administrative work in which he is assisted by his Personal Assistant. How this latter officer is appointed and who he is, are questions of great administrative importance. The Personal Assistant to the Inspector-General of Police is an officer with district experience and the same person does not hold office too long. The Personal Assistant to the Inspector-General of Registration is a District Registrar replaced from time to time. The Secretaries in the several departments of the Board of Revenue have had district experience and are shifted constantly. But the Personal Assistant to the Director of Public Instruction has, with *rare exceptions*, been a clerk who rose to that position in the same office with no mofussial experience, with no touch with the actual work of education. The results are too obvious to be formally discussed. We should invariably appoint to this post a man who has had varied experience of actual educational work and is young enough to face the onerous ministerial work of the Personal Assistant and he should not be kept in the same office for more than four or five years.

Having regard to the increasing work in the Director's office, I submit that the Director should have more than one Personal Assistant. Work should be so divided amongst them as to give them each a thorough knowledge of a particular kind of educational institutions, such as Colleges and Secondary Schools, General Elementary Schools, Girls' Schools, Special Schools and so on.

(2) *The Inspecting Agency.*—Under the Madras Educational Department there are several classes of Inspecting officers—the Inspector for every circle of 2 or 3 revenue districts, the Assistant Inspector for each revenue district, and the Sub-Assistant Inspector and the Supervisor for each range of a revenue taluk or so. The Inspector is in charge of Secondary education in his circle which is much larger than he can satisfactorily control and supervise. The Assistant Inspector supervises elementary education in his District. The Sub-Assistant examines Elementary Schools in his range and the Supervisor visits the same schools more often with a view to improve their efficiency. This last officer is also held responsible for starting new schools. Amongst the Inspecting officers, the Assistant Inspector holds a place of unique importance. He guides and supervises the work of the Sub-Assistants in his District. He is the educational advisor of Local Boards and Municipalities within the same area. He frequently comes into contact with Collectors and Divisional Officers. He presides at the Conferences which decide the question of admitting schools to aid and of assigning them grants. I think such an officer should be of a higher status than the majority of the present Assistant Inspectors. It will be in the interests of efficiency to appoint an officer of the grade of an Inspector to be in charge of each district. The appointments of Assistant Inspectors may well be abolished and the Sub-Assistants placed directly under the Inspectors with a suitable change in their designation.

(3) *Panchama Education.*—Schools chiefly intended for Panchamas are placed under a serious disadvantage which I may bring to the notice of the Commission. They are now inspected by officers of a caste which regards the very approach of a Panchama as pollution. Under such circumstances, the Panchama Schools cannot benefit by departmental inspections to the extent that may be desired. In the interest of Panchama education it is necessary that schools specially intended for them should be put in charge of officers either of the panchama caste or of a caste which does not regard personal contact with Panchamas as prejudicial to its religious susceptibilities.

B.—MUHAMMADAN GRIEVANCES IN REGARD TO THE EDUCATIONAL SERVICE.

(1) *More Muhammadan Supervisors and Sub-Assistants.*—There are a number of disabilities under which Muhammadans are placed in the present organization of the Educational Department. Muhammadan Schools attached great importance to religious training, such as it may be and cannot be properly supervised by non-Muhammadans. The medium of instruction in Muhammadan Schools is generally Urdu, requiring for inspection purposes an Urdu-knowing officer. Muhammadan Sub-Assistants and Supervisors are therefore appointed to look after Muhammadan Education, but they are too few to effect any considerable improvement. There are just 9 Sub-Assistants and 17 Supervisors in charge of Muhammadan education in the whole presidency. If you exclude from these, the 3 Sub-Assistants and the 5 Supervisors appointed to Supervise Mapillah education on the West Coast, we have only 6 Sub-Assistants and 12 Supervisors to inspect, guide and control Muhammadan Schools in as many as 22 districts.

The result is that each Muhammadan Sub-Assistant has charge of 4, 5, 6 or even 7 or 8 revenue districts, and each Muhammadan Supervisor of 2 or 3 districts, whereas his non-Muhammadan brother has just a single taluk or even a lesser area to go over. This makes the work of the Muhammadan Officers too onerous. They cannot do justice to the schools they visit, much less think of starting new schools or bringing to aid those already existing. Moreover, the salaries and the fixed travelling allowances that are given to them are the same or almost the same as those allowed to the non-Muhammadan Officers of their grade, notwithstanding the vast difference in the extent

of their respective ranges. The number of Muhammadan Sub-Assistants and Supervisors should at least be doubled and so long as their ranges are larger, they should be placed in a higher grade and be given a more liberal fixed travelling allowance than their compatriots in charge of non-Muhammadan Schools.

(2) *A Separate Inspectorate.*—Mumammadan Sub-Assistants complain that their proposals, say, for increasing the number of Board and Municipal Schools or for improving them or for admission of Schools to aid are generally not viewed with favour by non-Muhammadan Assistant Inspectors. As subordinates they are too cautious to remonstrate and the Muhammadan community suffers. This state of affairs may be remedied by the formation of separate Inspectorate, as the Government of India have recently suggested in their circular letter to Local Governments and as the Madras Government have done in the case of European Schools. All Muhammadan Schools, whether they are Elementary or Secondary, whether they teach Arabic, Persian, Urdu or the district vernacular, may be placed in his charge and the subordinate Muhammadan Inspecting Officers be made to work directly under him.

(3) *Muhammadans in the Educational Service.* (*a*) *Provincial Service.*—The wider employment of Muhammadans in the Educational Department generally is a matter of great importance. In the Provincial Service there are at present but 3 Muhammadans out of a total of 41, and these officers are men who rose to their present position after middle life, after long plodding in the ordinary course of seniority. Though year after year direct nominations to the Provincial Service *cadre* have been made of Europeans, Eurasians, Indian Christians and Hindus, not a single Muhammadan has thus been admitted. In other departments, such as Revenue, Police, Abkari, Forest, etc., Muhammadans have been appointed directly to the Provincial Service (and their number is proportionately larger than in the Educational) and there are many junior Muhammadans in those departments holding appointments of Deputy Collectors, Deputy Superintendents, Assistant Inspectors, Extra Assistant Conservators, etc., with credit to themselves and their community. On the other hand, no Muhammadan has yet been given such encouragement in the Educational Department. On this account, really efficient young men are averse to joining the Educational Service and if ever they do, they soon find out that their services do not receive recognition and seek to quit it at the earliest possible opportunity. It is suggested that in distributing patronage, the authorities keep in mind the desirability of giving due representation in the Public Service to the different communities. At least an eighth of the total number of appointments in the Provincial Service may be bestowed on competent Muhammadans. In this connection, may I submit that Muhammadan officers be appointed over districts which have a large Muhammadan population.

While paying attention to the needs of the community, they would not neglect the just demands of the Hindu majority for fear of incurring the odium of public opinion.

(*b*) *Subordinate Inspecting Agency.*—Muhammadan representation is singularly small in the Subordinate Inspecting Agency. Excluding the appointments, 9 in number, of Sub-Assistants of Muhammadan and Mapillah Schools (which, from the nature of their duties, must necessarily be held by Muhammadans), there is not one Muhammadan out of 161 Sub-Assistants. Likewise excluding the 22 Muhammadans and Mapillahs in charge of Muhammadan and Mapillah Schools, we have not a single Muhammadan amongst the remaining 213 Supervisors in charge of general Elementary Schools. The apparently plausible reason offered by the Department is that Muhammadans are not forthcoming. But how does it happen that scores of Muhammadan graduates go into the Revenue and other Departments on a lesser start than that given in the Sub-Assistants *cadre*? The fact is that Muhammadan graduates are not sought and offered encouragement in the Educational Department as they are sought and encouraged elsewhere. It is suggested that Muhammadan graduates be admitted in this branch of the service to a minimum of 10 per cent. by taking in the probationers and getting them trained. There will be no difficulty in securing proper men, if they know that the Department is anxious to have their services.

(*c*) *Collegiate Branch.*—It is also noteworthy that amongst the 37 gentlemen comprising the Collegiate branch, there is not a single Muhammadan even for the teaching of Arabic, Persian or Urdu. Indeed, the provision for the teaching of these languages is either *nil* or next to *nil*. The University has founded titles in Arabic, Persian and Urdu to introduce among the *Moulvies* the more critical methods of European orientalists. An Honours course has likewise been established in Arabic language and literature. But even at the Madras Presidency College no provision for teaching these languages exists, excepting for an old-type Persian and Urdu Munshi on Rs. 60-2-80, though for the teaching of Sanskrit there is now a Professor belonging to the Provincial Service, two Assistant Professors in the Subordinate Service and a Pandit. It is necessary that a Professor of Arabic and Persian, preferably an European orientalist, be appointed at the premier college in the Presidency.

(*d*) *Special Appointments.*—Of the scores of special appointments in the Professional Colleges, Schools and so on, not one has yet fallen to the share of the Muhammadan community.

(*e*) *Government Madras-E-Azum — Its staff.*—Government have been pleased to maintain for the benefit of Musalmans a Secondary School in Madras—the Madrasa-e-Azum. It is presided over by a European gentleman, a senior officer of the Provincial Service. I submit that it will be more conducive to the efficiency of the school, if an officer of the Indian Service, fresh from English University sphere, with abundant energy and enthusiasm for his work, is appointed to this important post. If he is besides a Persian or Arabic scholar, acquainted with the history and civilization of Islam, he will prove more useful to Musalmans as well as the Government.

Among the graduate Assistants employed at the Madrasa to teach the higher classes, there is not even a single Muhammadan. It is suggested that the services of Muhammadans should be secured for the senior Assistant Masters' posts. Qualified Muhammadan graduates, some trained for the teaching profession, are available for employment, if only they are assured of encouragement and good prospects. More young men will go up for training, if they can be sure of permanent appointments and are allowed sufficient stipends while at the Teachers' College.

(*f*) *Training Schools.*—There are as many as 50 training schools for masters, under public management, but only 2 of them are intended for Muhammadans, one of the Mapillahs and the other for the rest of Muhammadan community. Both these schools are badly staffed: the posts in them carry poor pay for which efficient Muhammadans cannot be had. There is need not only for improving the efficiency of these schools, but of adding to their number. If this latter is not possible, the existing schools should be sufficiently expanded by an increase of staff so as to allow of the admission of all masters who seek to undergo training. I would suggest that the Head Master of the Muhammadan Training School in Madras should get a salary of at least Rs. 75–100.

Speaking of the Training Schools for Masters, I may point out that it is remarkable that there is not a single Muhammadan employed on the teaching staff of any of them, excepting of course the two institutions intended for Mapillahs and Muhammadans, though all training institutions are open for our admission. To an outsider not familiar with the inner working of the Department it looks as though the Government are of opinion that Muhammadans are fit to be employed only in connection with the lower class of schools specially intended for their community.

(*g*) *Arabic Schools and Colleges.*—The appointment of a competent officer to inspect and guide the very large number of Arabic Schools and Colleges in our Presidency is a pressing necessity. The officer selected to perform these duties should of course be

a sound and enthusiastic Arabic scholar, with plenty of tact, capable of persuading and offering advice to the *Maulvis*, who on account of their single-minded devotion to the cause of Arabic learning and from their very solicitude for its preservation, are afraid to subject themselves to departmental interference. He should belong to the higher grade of the service and might, to begin with, be made Inspector of Muhammadan Education in general, in case a sufficient number of Arabic institutions be not found to profit by his supervision. He should have at least one Muhammadan Assistant to help him in bringing the existing Arabic Schools under departmental aid. Madras has long had a Superintendent of Sanskrit Schools and Colleges, with 2 Supervisors under him, and it is high time that a tangible proof was afforded of Government's interest in Muhammadan learning by creating at least the two appointments just advocated.

(*h*) *Female Education.*—Muhammadan Girls' Schools, though they are all of them Urdu-taught schools, are inspected by Lady Inspecting Officers, who, as a rule, are not conversant with Urdu. These officers often-times take the assistance of the Muhammadan Supervisors in their range and this procedure is objected to by the Muhammadan parents as infringing the *Purdah* rules. It is therefore necessary that Muhammadan Girls' Schools should be placed in charge of a qualified Muhammadan lady who might naturally be expected to be well acquainted with the language, manners and customs of Muhammadan girls. If there is difficulty in finding a qualified Muhammadan lady to start with, an Indian or Anglo-Indian lady with a good knowledge of Urdu may be appointed. There are now 3 Inspectresses and 10 Assistant and Sub-Assistant Inspectresses in the Presidency and one more appointment created to meet the Muhammadan demand will not be too many. Musalmans have prejudice against female education and any expenditure incurred for their benefit in this regard will be found justified by the substantial numerical results accruing.

C.—A PLEA FOR MUSALMAN EMPLOYMENT.

In conclusion, I beg leave to submit some of the considerations that have made me lay a certain amount of stress on the representation of Musalmans in the Educational Service. Leaving aside those broad principles of expediency and justice that the Government should have in view in the distribution of State patronage, I desire to place before the Commission certain circumstances that have led me to make this demand. That section of the Musalmans of Southern India, which is advanced in English education, had from time immemorial depended on Government employ and to the extent that the Educational Department does not entertain them, they are denied an important means of earning their livelihood and bringing to the community the prestige and the honour which are associated with Government Service in this country. Work in the field of education has always commanded a unique regard in the eyes of Musalmans and there is no reason why their young men should not themselves aspire to share in that respect. Moreover, the employment of Musalmans in our schools and colleges will make the present system more popular among their community. With a special knowledge of its conditions, they can adapt their methods to suit the needs of their people. Then, again, educated Europeans and educated Indians of the different sections, working side by side in the service of a common Government for the betterment of a common country is an object lesson unto themselves and their people. Their co-operation here for a common end tends, such as nothing else tends, to remove the feelings of racial and religious jealousy and suspicion which divide His Majesty's subjects in India. It is thus, I submit, just as much in the interests of Indian unity and progress as for the advancement and satisfaction of their own community, that educated Muhammadans desire to be duly admitted into the Public Service and allowed the benefit of a training that is pre-eminently fitted to qualify them for the larger life in which they are expected to share.

Maulvi MUHAMMAD IBRAHIM SAHIB QURAISHI Bahadur called and examined.

84,160. (*Chairman.*) The witness's institution was a high school aided by Government. He had once been in the Government service in the Education Department for five years. He joined the high school from the Government service. There were 400 students in his Madrasa.

84,161. There should be no distinction of salary as between the European and the Indian, but the former might be given a special personal allowance.

84,162. He would prefer to recruit Indians, who had had a European training, to those who had not. In fact, he would go so far as to restrict the right of entry to the upper ranks to those Indians who had had a European training. He would also extend that condition to those who were promoted from the lower ranks. Such men should be given study leave to go to England in order to qualify themselves for higher appointments.

84,163. Under present conditions, the European Inspector was not sufficiently trained in the languages and customs of the country. He would like to see a more efficient form of training in order that such an officer might have a better acquaintance with the Indian languages. The present departmental examinations were not sufficient in that respect. They were only nominal. If they were made more effective, it would make a great difference.

84,164. Headmastership furnished an essential training for an inspector. A man should be a headmaster for at least two years before he became an inspector. He had not considered whether a school would be injured by having its headmaster removed after two years' service, but agreed that constant changes would be harmful.

84,165. He suggested the abolition of assistant inspectors, because those officers at present had few duties to perform, and were almost all of them senior men about to retire. They were people who had been trained when the present method of training was not in vogue, and they were not able to adapt themselves to modern conditions.

84,166. The difficulty with regard to the inspection of Panchama schools was that a great many of the class of officers now in the service did not find themselves at home while inspecting them. They were consequently neglected and did not profit by departmental inspection to the extent desired. He suggested as a remedy that only such people be appointed to inspect such schools as had no class prejudices, such as Indian Christians, Muhammadans, or members of the domiciled community.

84,167. He was dissatisfied with the present system of Muhammadan inspection, and asked for at least one-eighth of the appointments in the provincial service to be given to Muhammadans. He suggested that because, as the service was now constituted, that would be the minimum which would satisfy the requirements of the Muhammadan community in view of its numerical and historical importance. When mentioning that figure he took into consideration the appointments of the lecturers at the Presidency College and the other Government colleges, who should be Muhammadans, and also of one or two assistant inspectors who might be in charge of districts where there was a large number of Muhammadan institutions.

84,168. The Muhammadan population in the Madras Presidency was distributed over large areas, but there were some districts where it was considerable. In those districts there was no Muhammadan assistant inspector. He suggested there should be an officer in charge of Muhammadan education throughout the Presidency, who should visit all Muhammadan secondary schools and advanced Arabic schools. All the Muhammadan sub-assistant inspectors should be placed under him.

84,169. There was at present no qualified Muhammadan lady in the presidency who could undertake the inspection of Muhammadan girls' schools. A qualified Indian Christian lady, or a lady of the domiciled community, might be appointed to inspect such schools, or a Muhammadan lady might be obtained from Bengal or Bombay.

84,170. (*Sir Theodore Morison.*) There was no Muhammadan teacher for any of the three topmost

classes of the Madrasa-e-Azum. There were Muhammadan teachers in the lower classes. There was no provision for the teaching of Arabic in the Presidency College. Throughout the presidency a Muhammadan could not obtain teaching for a degree in Arabic. There were at least 30 Arabic schools of the higher grade in the Madras Presidency.

84,171. (*Mr. Chaubal.*) There was one purely Muhammadan Government high school in the presidency. There were other schools, managed by Muhammadans, which were also open to Hindus. There were two private Muhammadan high schools in the presidency. Seven or eight Muhammadans graduated every year out of a total number of 500. Last year one Muhammadan took the M.A. Degree, and one the year before.

84,172. (*Mr. Sly.*) There was a large number of Urdu elementary schools in Madras, in which Urdu was taught up to the fourth class. The standard of those schools was as high as that of the elementary schools in the local vernaculars. The number of Muhammadans engaged in the Educational Department was small, on account of the low scale of salary. The scale of pay for the Muhammadan was exactly the same as for the Hindu, but the Muhammadan was able to command a higher salary elsewhere. The only way of getting more Muhammadans into the service was to raise the scale of pay above that of the Hindus, which would mean a special scale of pay for Muhammadans.

84,173. (*Mr. Madge.*) One of the causes which had kept back Muhammadans in education was the absence of religious training in public institutions. That restraint, however, was relaxing to a great extent. The community was making provision for religious instruction wherever possible. There were about 150 Muhammadan graduates in the presidency.

84,174. (*Mr. Abdur Rahim.*) There ought to be special provision made for encouraging Muhammadan education in the presidency. What he was advising was not so much that there should be Muhammadan officers, but that there should be a separate inspecting agency in order to look after and promote Muhammadan education. For instance, he suggested that there ought to be an inspector in special charge of Muhammadan education, under whom there should be an assistant inspector, sub-assistant inspectors and supervisors, to find out the causes which were keeping back Muhammadan education, and the best means for encouraging it. He did not desire that, of necessity, the inspector should be a Muhammadan, but if he was, so much the better, because he would understand the community and its needs to a greater extent.

84,175. The salaries of the Muhammadan sub-assistant inspectors of schools, and the senior masters of the Madrasa-e-Azum should be improved, and Muhammadans should be employed there.

84,176. The sub-assistant inspectors of Muhammadan schools were in charge of large areas and had to travel over several districts, whereas Hindu sub-assistant inspectors had small compact areas to deal with. He therefore suggested that the pay of Muhammadan sub-assistant inspectors should be raised.

84,177. One of the causes of the backwardness of Muhammadan education was that there was no provision for the teaching of Arabic, Urdu and Persian in secondary schools. There was a desire on the part of Muhammadan parents that their sons should know Persian and Arabic, and representations had been made to the Government on that matter.

84,178. In the presidency college there was no provision for the teaching of Arabic, and that had been a very long standing grievance with the Muhammadan community.

84,179. There were about 1,000 maktubs in the presidency.

84,180. It would not be correct to say that there was not a demand for Urdu, Persian, and Arabic education in the Madras Presidency.

84,181. The Madras-e-Islamiah Vamyambadi, was entirely supported by the Muhammadan community. It had now received a grant-in-aid. There was a great demand, not only for English, but Arabic and Persian education, so much so that the authorities of the school were thinking of opening an Arabic side to the school to train students for the degree of *Munshi Fazil* and *Moulavi Fazil*, and proposals had been submitted to the Educational Department for the recognition of those classes.

84,182. He did not consider the condition of the Government Madrasa-e-Azum quite satisfactory. He could not account for the fact that there were no Muhammadan teachers in the highest forms. His own impression was that this school did not receive as much consideration at the hands of the authorities as the other institutions did.

84,183. (*Sir Valentine Chirol.*) There were complaints in the Madras Presidency on the part of Muhammadans that they found it difficult to secure admission to secondary schools and colleges. The reason was the very large number of non-Muhammadan students in the schools and colleges. The classes were becoming unweildly, and the authorities liked to have non-Muhammadans rather than Muhammadans, because if they admitted Muhammadans they would have to make provision for the teaching of Urdu.

(The witness withdrew.)

Miss C. M. Lynch, Inspectress of Girls' Schools, Central Circle, Madras,* called and examined.

84,184. (*Chairman.*) Witness was an inspectress of schools in the presidency of Madras. There were three inspectresses, and each inspectress had attached to her an assistant inspectress and sub-assistants. She herself had three sub-inspectresses, the northern inspectress four, and the southern inspectress three. The presidency was divided up into districts, of which eight were allotted to her, in addition to Bangalore, while the two other inspectresses had nine and seven respectively. There was no chief inspectress. All inspectresses ranked equal, and worked under the director of public instruction.

84,185. She had been nearly nine years in India, and came out with a University degree, and with training and experience. Of her two colleagues one had taken her tripos at Newnham and was trained at Cambridge and another had high school experience and training in a secondary training College. All the inspectresses had teaching experience before they came out.

84,186. Assistant inspectresses were appointed by the local Government and generally possessed an Indian University degree. But of the three present assistants only two had degrees. One was an Indian Christian and two were Anglo-Indians. There were no Hindus or Muhammadans on the staff. Of the three sub-assistants under her two were Anglo-Indians.

84,187. She desired to see the graded system of pay abolished. There should be a time-scale running from Rs. 500 to Rs. 1,000. The maximum pay at present was Rs. 600. The objection to the present graded system was the long delay between promotions from one grade to the other. She was the junior inspectress of the three, and was in the lowest grade of Rs. 450, which she reached in June 1910. Since then she had had no increments, and had now to wait until the senior lady retired. The second inspectress had also been waiting for increments since 1910. She would like to have both a time scale, with increments rising to Rs. 1,000, but if she could not have both the abolition of the grades and the time-scale she preferred the latter which would necessarily mean the disappearance of the graded system.

84,188. The present staff was most inadequate. She had charge of 46 schools in the eight districts, including new schools which had just been opened. There were twelve high schools and the remainder were

* This witness was examined upon the corporate written statement put in by Mr. Hunter—*vide* paragraphs 83,972-9 and in particular on paragraph 83,979.

elementary higher, elementary lower and seven training schools. There were three secondary training and four elementary training schools. Last year she inspected 100 schools and the assistant and sub-inspectresses had to do the remainder, and they also helped her in the inspection of the high schools. Her inspection included the high schools, the training schools and as many elementary schools as she could visit. As she spoke Tamil well, she found no difficulty in efficiently inspecting elementary schools. All the inspectresses had passed the compulsory test in languages and were sufficiently proficient to be able to do their work.

84,189. There was a certain number of Muhammadan girls' school under Government, and they were inspected for the most part by sub-assistant and assistant inspectresses.

84,190. No difficulty was found in obtaining assistant inspectresses, but there was considerable difficulty in obtaining sub-assistants, on account of the lowness of the pay which began at Rs. 125 and went up to Rs. 175. Some had to wait a considerable time for promotion, while others obtained it rather quickly.

84,191. There were no assistant inspectresses at present who would be qualified to occupy the post of inspectresses. There were no Muhammadan or Hindu ladies ready for the position, and the supply had at present to come from Anglo-Indians and Indian Christians. There were more difficulties in connection with girls' education than with boys. The Hindus were very particular, and much more conservative in the case of girls, and it was therefore advisable to have some one who could take a very impartial view of everything, and who would be well qualified for the work of inspection. If an inspectress were appointed in the country, she would be better qualified if she had had experience as an assistant inspectress, but there was no source to draw from except the Indian Christians. The Indian Christians cannot be expected to evince distinct sympathy with the caste Hindus, and work in such a way as to bring forward the backward classes amongst the Hindus and Muhammadans especially when the interests of the latter are likely to clash with those of the Christian community.

84,192. The pay of assistant inspectresses should also be on a time-scale. Four years ago she suggested pay running from Rs. 200 to Rs. 300, but with the rise in prices that might be increased now. The sub-assistant inspectress should be abolished altogether. She did not think there was any undue disparity in the suggested pay of inspectresses and assistant inspectresses, as the cost of living was very different in the two cases, but if inspectresses received Rs. 1,000 she did not see why the pay of assistant inspectresses should not go higher.

84,193. Inspectresses should receive a pension after twenty years' service as that was quite long enough for a woman to work in India. No inspectress entered the servise before the age of twenty-eight or thirty. She preferred a pension to a provident fund unless the Government was prepared to contribute as was done in the case of the railway provident fund. The present fund was not of much use.

84,194. Better travelling allowances should be paid and they should be at least 25 per cent. more than was paid to men because a woman's expenses were heavier, and she had to take about more servants.

84,195. (*Lord Ronaldshay.*) When an inspectress was on furlough the assistants usually acted and they were sufficiently trained to carry on the work for a short time. She had only taken four months' furlough and five months' privilege leave during her service, and two assistants were able to discharge the duties during that time. Sometimes an assistant had discharged the duties for a year. The present organisation in that respect was satisfactory.

84,196. The superintendent of the presidency training school for mistresses was also a lady, and her pay ran from Rs. 350 to Rs. 450. She was recruited specially for the post in the first instance, but up to the present nearly all superintendents of that school had become inspectresses.

84,197. One hundred and eighty-four new schools were being opened during the coming year and the work of inspection was growing. She would divide the presidency into five parts, and appoint five inspectresses, with a proportionate increase in assistant inspectresses.

84,198. (*Sir Theodore Morison.*) There were women inspectresses in England who were paid from £200 to £400 a year and the chief inspectress received £600. The pay of mistresses of large high schools in England varied. In the case of Cheltenham it was £1,000 a year, in the North London Collegiate School it was £500, and there were others at £300. The pay for smaller schools would be about £200. Under the London County Council the headmistress of a kindergarten school received £300 and she presumed that the headmistress of a secondary school would get more.

84,199. In the Teachers' College, Saidapet, Madras, there was a woman lecturer on kindergarten, who received Rs. 250 *plus* house-rent and carriage allowance, which brought the salary up to Rs. 205. It was a special appointment and the holder did not go on to be an inspectress.

84,200. Women inspectresses were allowed to count a number of years towards pension in the same way as men. The departmental rules were not unsuitable for inspectresses but they were for the subordinate staff. A sub-assistant had a fixed travelling allowance of Rs. 35 a month, which was quite inadequate, and a certain amount had to be allotted out of their pay to make up the defficiency.

84,201. At present the inspectresses were allowed two chaprassis, but were not allowed a woman servant unless the inspectresses paid for them themselves. The allowance at present paid was only for Europeans. The travelling allowance was not sufficient to enable an inspectress to take a woman servant *plus* a boy and cook.

84,202. (*Mr. Chaubol.*) In one case of an inspectress taking leave a European lady was brought in from outside.

84,203. (*Mr. Sly.*) All inspectresses of schools were equal in status and reported separately to the Director.

84,204. (*Mr. Fisher.*) When an inspectress came out to India she needed special language training. She should be given at least six months to study one of the languages and should be attached to the office of an inspectress for very light work, so that she might obtain some insight into the conditions of girls' schools. At present she was put to her work on the day she arrived.

84,205. (*Mr. Madge.*) Her English experience was confined entirely to teaching and she did not think experience of inspection in England would be of much use in India. In dividing up the presidency into five parts the inspectresses would be allotted, two to the Telugu district and three to the remainder of the Presidency. That would involve additional expense for the staff attached to each inspectress as she would have to have an office establishment. At present each inspectress had five clerks at a cost of about Rs. 150 a month.

84,206. Local experience was a large element in the qualification of an inspectress but it was easily acquired, and it did not compensate in any way for a training in England. The standard in India was very low, especially in girls' schools, and the experience acquired in India was not very valuable.

84,207. The inspection of European girls' schools was carried on by the inspector of European schools, but it would be a distinct advantage to have an inspectress for the European girls' schools.

84,208. (*Mr. Abdur Rahim.*) The Hobart Muhammadan school was an elementary school of the higher grade. She had sent up a proposal to raise it to a secondary school and that proposal was under consideration. Such a scheme would be appreciated very much by the Muhammadan community, especially the well-to-do Muhammadans, who wanted a secondary school in Madras. At present the Hobart school was confined to the children of the poorer class.

84,209. She did not think the pay of the teachers of Muhammadan girls' schools was sufficient to attract anyone with a sufficient knowledge of Urdu from the north, but it was very essential that they should have a knowledge of Urdu. At present there were no teachers from the north.

84,210. (*Sir Valentine Chirol.*) The standard of education reached in girls' schools in India was much

below the English standard and the knowledge of English was so poor that it would be difficult to give an English equivalent.

84,211. (*Sir Murray Hammick.*) Rs. 5 a day was allowed for travelling allowance and eight annas a mile. The work often took an inspectress away from railways and bungalows, especially in the southern circle. The Government allowed each inspectress two chaprassis and the Rs. 5 was meant to include all other servants, kit, bungalow rent, and carriage hire to visit the schools every day.

84,212. Any incremental scale of pay should be applied also to mistresses of training schools and the kindergarten mistress.

84,213. There was no presidency allowance but there was a house supplied by Government for which rent was charged at the rate of 10 per cent. of the pay. An inspectress in Madras had very much more expenses than the inspectresses at Coimbatore and Waltair. In Madras a carriage allowance of Rs. 50 per mensem was given for visiting schools. A fair presidency allowance would be Rs. 100 a month as a special allowance for coming to Madras.

84,214. The senior inspectress would in the ordinary course retire in December next if she received no extension.

84,215. (*Mr. Kameswara Rao.*) A knowledge of the vernacular was of very great importance in the inspection of elementary schools. When schools were inspected by assistant or sub-inspectresses they reported to her and she attached more value to their opinion.

(The witness withdrew.)

At Madras, Tuesday, 3rd February, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.

And the following Assistant Commissioners:—

R. G. GRIEVE, ESQ., Deputy Director of Public Instruction, Madras.

M.R.Ry. M. KAMESWARA RAO PANTULU Garu, Acting Inspector of Schools, Second Circle, Guntur.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

MRS. M. A. SRINIVASA, B.A., L.T., Assistant Inspectress of Schools, Madras Girls' Range.

Written Statement relating to the Education Department.

84,216. **(I.) Methods of recruitment.**—The present method of recruitment by seniority from among the Sub-Assistant Inspectresses who are trained graduates is in general satisfactory and may continue so long as the latter appointments exist.

84,217. **(II.) Systems of training and probation.**—The Assistant Inspectresses are usually trained graduates who have passed the Sub-Assistants' and the compulsory Educational tests in at least one vernacular. In a bilingual range, the passing of an examination may be required, within three years of appointment.

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

84,218. **(III.) Conditions of service.**—At present there are three women Assistant Inspectresses and although because the greater includes the less they are sometimes said to come under the category of the Provincial Service, it is clearly evident they cannot be classed as such.

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

The absence of age limitation may continue for some time.

84,219. **(IV.) Conditions of salary.**—There are only two grades of salary, and there is no outlook whatever for promotion. The Assistant Inspectresses compare unfavourably with the Assistant Inspectors in this Presidency and with the Assistant Inspectresses in North India who are in progressive and higher salaries and who unlike the Assistant Inspectresses do not depend on vacancies for promotion.

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

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

(2) An allowance of Rs. 50 for conveyance charges to be granted to those stationed in the Presidency

town, the present allowance of Rs. 30 being totally insufficient for the purpose.

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

84,220. **(V.) and (VI.) Conditions of leave and pension.**—Officers of the Provincial Service are entitled to only two years' furlough while those in the Indian Educational Service enjoy a period of about six years. It is suggested that the Assistant Inspectresses be allowed furlough equal to one-sixth of the actual service.

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

84,221. **(VII.) Such limitations as may exist in the employment of non-Europeans.**—There are no such limitations in regard to these appointments, but regarding the working of the existing system of division of service into Imperial and Provincial it is suggested that in the Women's Inspecting agency, such division be abolished and there be one service designated the Madras Educational Service consisting of class I and class II.

Class I to consist of—

(1) The Inspectresses of Girls' Schools of whom there should be 6.

(2) The Superintendent, Presidency Training School for Mistresses, Egmore.

(3.) The Superintendent, Kindergarten Department, Saidapet.

Class II to consist of—

Assistant Inspectresses.

84,222. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—As has been pointed out in dealing with the preceding heads, the conditions of service compare most unfavourably with those which exist in the Indian Civil Service and other services. If it is desired to attract Indian women graduates of the best ability into the service, the wide gulf between these services should be reduced and more favourable conditions be laid down.

84,223. **(IX.) Other points.**—That the Women's Inspecting Agency is not at all popular is evident from the very few women now in active service in it, and it is no easy matter to secure the recruitment of qualified women to the department. Unless early steps are taken to grant the Assistant Inspectresses a status which the importance and responsibility of their work and their individual attainments and upbringing demand, it is not likely that the expansion of female education which is so much talked of and desired will make a satisfactory advance in the Presidency.

Mrs. M. A. Srinivasa called and examined.

84,224. (*Chairman.*) Witness was one of the Assistant Inspectresses of Schools, and represented those officers in the Madras Presidency. There were three assistant inspectresses in two grades of Rs. 200 and Rs. 250. She was at present drawing Rs. 250. There was an allowance in Madras of Rs. 30 for carriage hire. There were no local allowances outside Madras City. Travelling allowances were paid at the rate of Rs. 3 a day, and 4 annas a mile, with double second-class fare.

84,225. She received her education privately up to the F.A. or Intermediate standard and then studied for a year in a college. She completed her B.A. about eight years later. Of the other two assistant inspectresses, one was a trained graduate and the other had passed the higher examination for women. She herself was an Indian Christian. The other two were Anglo-Indians.

84,226. Each inspectress had under her charge about eight districts. She was responsible to the inspectress for the Chingleput and Nellore districts, and the whole of Madras, and in the course of a year inspected all the schools in that range, including the training schools, high schools, European middle schools and elementary schools. The training, high, and European middle schools were examined by the inspectress with the help of the assistant inspectress, and some elementary schools were also examined by the inspectress.

84,227. A report had to be written on each school by the assistant inspectress and that regulation ought to be modified. In Northern India such reports were only submitted when called for. The report on an elementary school was not a very elaborate affair, but it took time. A report had, in any case, to be written in the inspection book, and the report sent to the inspectress was a summary of the points and suggestions there made. If assistant inspectresses were relieved of writing reports, there would still be the record in the inspection book at the school, and the assistant inspectress on her next visit would be able to see whether the suggestions had been carried out. It did not help the inspectress to know anything at all about it unless she personally visited the school and found it was not doing well, and in such a case she could call for a detailed report from the assistant inspectress.

84,228. The travelling allowance of assistant inspectresses should be increased. She had asked that it should be made the same as that of an inspectress, but had since modified that view, and now considered that assistant inspectresses should receive Rs. 4 when inspectresses received Rs. 6. She would not ask for double first-class fare, but there should be an increase in the daily allowance and in the mileage rate.

84,229. Sub-inspectresses did the same work as assistant inspectresses, and it was a misnomer to call them sub-assistants. They did not get daily allowances, but a fixed travelling allowance of Rs. 35. Sub-assistant inspectresses were supposed to be trained graduates, but there were one or two who were not.

84,230. She did not think Hindu ladies could be obtained at present to take up the work, as travelling would be a great hardship to them.

84,231. No schools under lady inspectors were also inspected by inspectors or sub-inspectors.

84,232. A time-scale of pay was desirable up to Rs. 500, and there should be one service with a first and second division. The inspectresses and two superintendents should be in division I, and the assistant inspectresses in division II, into which division also should be placed the head teachers of girls' high schools.

84,233. She had not considered in any detail the possibility of a provident fund instead of a pension, but personally preferred to have the pension.

84,234. If the proposals put forward were acceded to, there would be no difficulty in obtaining ladies possessing the necessary attainments for the service.

84,235. (*Sir Murray Hammick.*) There was a good supply of suitable ladies, but they would not enter the service because the terms were not sufficiently attractive. Some of those ladies had gone to other countries where the pay and prospects were far better.

84,236. When travelling round the districts some difficulty had been experienced in connection with travellers' bungalows, which were often found occupied by men. Once she had had to camp out under a tree. In some places she stayed in the school-room. Tents were not supplied to assistant inspectresses and they had not the money to supply them themselves. In the Madras range there was not much travelling at night, and the longest journey would be about twenty-five miles a day, but in the Kistna district an assistant inspectress had to do as much as fifty miles per day with only one peon and her own two servants. The travelling allowances were not sufficient.

84,237. (*Sir Valentine Chirol.*) Assistant inspectresses under her scheme would ultimately rise into

the first class, if their qualifications were adequate. Improvements in the conditions of service might induce ladies of the Hindu community to join the service, but not Muhammadan ladies. The latter were not yet ready for public work. The objections of Muhammadans would not be met by improvement in the terms of service, because with them it was largely a question of travelling.

84,238. The standard of education in the high schools went up to what was called the secondary school-leaving certificate examination. The girls were either Indian Christians or Hindus. The standard of Anglo-Indian education went up to the high school examination. The proportion of Hindu girls to Indian Christians would be one-third to two-thirds in secondary non-European schools. It was five-sixths to one-sixth in non-European schools—public and private in all classes. Hindu girls now studying beyond the third form would be about the age of sixteen, and they were chiefly Hindu widows. For them a high school and hostel had lately been provided in Madras, and a high school in Waltair. There was no age-limit with regard to Indian Christians.

84,239. (*Mr. Abdur Rahim.*) There were no Hindu or Muhammadan sub-assistant inspectresses. At present there were only two Hindu ladies in the Madras Province who were trained graduates, one being a Brahman widow and the other a West Coast lady. Both were teachers in high schools. Such ladies would object to travelling about because they had lived a secluded life for so many years that it was difficult for them to enter into public work. She herself had felt it when she joined the department, and objected at first to be gazed at at railway stations and other places.

84,240. (*Mr. Madge.*) Graduates and undergraduates should be given facilities, by the provision of scholarships, for going to Europe and there preparing themselves as teachers or inspectresses. Deputation leave with special allowances would meet the case.

84,241. The objection to reporting to the inspectress was based solely on the additional work involved. She had 180 schools in her range and a good deal of office work, and the writing of two reports, one in the inspection book and the other to the inspectress, occupied a great deal of time.

84,242. The choice of whether furlough should be spent in India or out of India should be left to the officer.

84,243. If tents were supplied to assistant inspectresses, the present allowances would not be sufficient for cartage.

84,244. (*Mr. Fisher.*) Girls in the elementary schools sometimes continued at school up to the fourth standard, by which time they had learned to read and write, but the learning did not last very long. In the next grade of school, which taught up to the seventh standard, they would have made more progress in their reading, and would retain much of what they had learned. They would also know simple arithmetic, and how to write a letter in the vernacular. English was not taught except in special schools. In the central circle, however, it was not so. There were very few teachers who knew English sufficiently well to teach it, and it was only in the head-quarter towns that English was likely to be taught. Girls of eleven or twelve in the elementary schools frequently left when they had attained the second standard, and at that time they would not be able to read or write properly.

84,245. (*Mr. Chaubal.*) There were four Indian ladies in Madras studying for the B.A. Honours course in the Madras University. There were in all fourteen ladies taking the B.A. pass and Honours course; of those eight were Indians and six Anglo-Indians. There was besides one Indian lady studying for the M.A.

84,246. She had acted for an inspectress of schools on two occasions when she was away on leave. Assistant inspectresses would be able to carry on the work for a certain time, but would not be able to make any definite improvements. The time had not yet arrived when assistant inspectresses would be eligible for the post of inspectress, as a Western training was very necessary. For those already in the department, that training could be given at any time, but for those who were to enter the service it might be given after they had passed the Intermediate Examination. She did not think that graduates from the local University would be able to discharge the duties of an inspectress with efficiency after two or three years' service as assistant inspectresses, because the education in the University was very bookish, and practically amounted to cramming. In fact, women might just as well study at home and go up to the college simply for examinations. It would make a very great difference if girls went to England and studied there for some years.

84,247. She did not agree with the suggestion that as it was difficult to get ladies for the work of inspectresses and assistant inspectresses, those posts should be regarded as special posts, and each holder paid an individual salary. She preferred a definite graded service with fixed pay. Women, however, might be treated specially, as they now came under regulations drawn up before women entered the department.

84,248. (*Sir Theodore Morison.*) About one-tenth of the girls in the elementary schools would reach the fourth standard, the other nine-tenths reaching the second, by which time they had learned very little. Second standard girls would only stay about three years, spending one in the infants division, one in the first standard, and one in the second. They then knew how to write figures and perhaps add up a small sum, but had had no training of the intelligence. They would probably not be able to read a book two or three years after they had left school, though they might be able to sign their names.

84,249. There were about twenty-eight girls' high schools in the presidency teaching up to the Matriculation standard and of these fourteen were complete secondary schools. They would be only for Indians.

84,250. About fifty women had taken their degree in the Madras University, and they had to study in the men's college, attending lectures with the men.

84,251. A sub-assistant inspectress might become an assistant inspectress in four or five years. She herself took five years.

84,252. (*Lord Ronaldshay.*) The two second-class fares given for travelling on railways just about covered the cost of the assistant inspectress's ticket and the servants' tickets. When not travelling on railways an assistant inspectress had to use all kinds of conveyances. One cart would cost two annas a mile and two carts about three or four annas a mile, depending upon the locality. The allowance of four annas, received from Government, might in that case cover cartage, but there were other incidental expenses which made it insufficient. At the bungalows eight annas had to be paid for every twenty-four hours, and that came out of the allowance of Rs. 3. The servants had to be given an allowance of two annas a day. In Municipal towns one rupee a day had to be paid for bungalows. Again the Rs. 3 did not cover all the expenses because no allowance was paid for the day on which the train journey was taken, although the bungalow charges for that day had to be paid. Even if the Rs. 3 were received for each day, it would not cover the expenses, as there were other matters, such as wear and tear of things, coolies at the station, water-men and other people at the travellers' bungalows, and for conveyance to and from schools inspected, which had to be paid for. If Rs. 4 were granted, it would be legitimately spent upon expenses. The eight annas per mile asked for might be more than sufficient in some cases, but not in many.

84,253. (*Mr. Grieve.*) The mileage allowance was only received for journeys of over twenty miles. If an assistant inspectress went on a journey by road of fifteen miles, she received her daily allowance but no mileage allowances.

84,254. (*Mr. Kameswara Rao.*) Inspectresses also wrote reports in inspection books, and sent on reports with regard to the schools they examined.

(The witness withdrew.)

M.R.Ry. Rao Bahadur R. VENKATARATNAM NAYUDU, Principal, Pittapur Raja's College, Cocanada.

Written Statement relating to the Education Department.

84,255. I beg to begin this statement with the remark that, having all along been in private service, I am not conversant with the details of the public section of the Educational Service, but that, having been in the field of work for over a quarter of a century, I believe I am acquainted with the main features of the system.

As a preliminary remark I beg to observe that as the aim of education is to elicit and develop the best of intelligence and of character that is innate in a person, and as the real vitality of a people lies in this development, too much emphasis cannot be laid upon the important place due to the educational section in the administrative system of that people. One may, therefore, respectfully submit that the Educational Service needs and merits a closer attention and a more liberal appreciation than almost any other section of the Public Services.

What with the nature of the ideas that predominated at the time when the present educational system was inaugurated and what with the peculiar position then presented by the country with its peculiar linguistic, social and political conditions, a course and a policy of education largely designed on Western models had to be started with. But not being in organic kinship with the system after which it was, at first, shaped, the Indian system did not quite adequately share in the rapid developments of its original in the West. Further, handicapped with the limitations of a borrowed system, it could not steadily keep pace with the increasing demands of the people for an efficient and up-to-date system of education; and economic or financial considerations added not a little to this disadvantage. Again, the process whereby, at least in this presidency, a very considerable portion of the field of general education has been occupied by other than Government agency, has tended to bring out some of the defects of the system.

But it has to be borne in mind more than is, I believe, generally done that the short-comings are in the system itself and can be remedied only when it is made clear and admitted that the system needs a revision. What may, therefore, look on the one hand like 'invidiousness' or 'jobbery,' may be an honest misapplication of a sound principle; and what may apear on the other hand as substantial improvement may be mere pruning. It is, therefore, respectfully submitted that the essential consideration is whether or not the times call for a reconstruction of the system itself. And for the purposes of this Royal Commission the main question is how far the Educational Service as one of the Public Services stands in need of such a *reconstruction* as a service.

The features of the Educational Service that have been provoking considerable criticism are after all such features as, in the main, it has in common with most of the other services. But owing to three reasons —namely, that educated Indians, merely in virtue of their general education, feel they can better understand and judge of the educational service than almost any other service; that scores of our youth see, year in and year out, several glaring instances of what strikes them as a defective arrangement; and that the work turned out by institutions not under Government agency repeatedly presents itself for a comparison by no means unfavourable to them —for these three reasons, the number of those dwelling upon the short-comings of this service is comparatively much larger than in the case of any other service.

The general feeling among this body—and it includes most of the Indian Educationists—is that it being granted that the education—the training, instruction and guidance—of a nation's youth will best vest in the cultured members of that nation itself, the time is ripe enough for an extensive experiment in that direction. The spread of general culture over a rapidly increasing area with the resultant public opinion in favour of higher scholarship, the new-born sense of nationality with its eager desire for efficiency, the powerful impetus—both legislative and financial —given by the Government to thoroughness, the encouraging results of the work done alike by Government Colleges in the Districts and by indigenous Institutions—both almost wholly manned by Indians, and (above all) the fruitful labours of excellent educationists during half a century—all these considerations would seem to lend large support to the view that in the field of education—especially in Arts and in Law—India may be permitted *rapidly* to develop the valuable virtue of self-reliance. And it is respectfully submitted that the vital question before the Commission is to judge how far this faith is justified.

Having made these preliminary observations and with apologies for their length, I shall next submit a few specific points for consideration.

84,256. **(IV.) Conditions of salary.**—Believing, as I do, that no other service, with the exception of the Judicial, demands in its members the same degree of culture and character combined in one as the Educational service does, I am of opinion that the scale of salaries obtaining in the Service merits considerable increase. Leaving out exceptions, most educated persons would seem to feel that of the great prizes of public life but few—very few—fall to the share of the educational service; and accordingly that service is not much in favour even with those educated men who are not particularly ambitious. Ferther, in this as in no other service, the scale of salaries of the Public determines that of the Private service; while in this, as in almost no other profession, the Private agency is a very important counterpart of the Public. It is, therefore, submitted that this question deserves very careful and sympathetic consideration. I beg to suggest a scale (in its outlines) of salaries like the one following:

Class III—Rs. 100—10—250.
Class II—Rs. 250—25—500.
Class I—Rs. 600—50—1200.
Special Class—Rs. 1200 to 1800.

Class III will include Sub-Assistant Inspector of Schools, Demonstrators and Tutors, Higher Assistants in Secondary Schools, Assistant Lecturers in Colleges, &c.

Class II will include Assistant Inspectors of Schools, Head Masters of Secondary Schools, Lecturers and Junior Professors in Colleges, Chief Assistants in Technical and Science Institutions, &c.

Class I will include Inspectors of Schools, Senior Professors in Colleges, Heads of Technical Institutions, &c.

The Special Class will include Specialists and Directors of Research Work and of Post-Graduate studies.

Increments within each class should invariably depend upon the length of service and not upon vacancies. And promotion from one class to another should go wholly by merit and not by seniority. This presupposes considerable elasticity, which is quite essential in the Educational department. *As a rule*, a member starting in one class may not be allowed to go *beyond the next higher class*. One very sore point in the present system is that men discharging duties of practically equal importance draw, often, very unequal pays; and in my view this anomaly characterises this far more than it does any other service. It has, therefore, to be of the very essence of a revised system to see that "work" and "wages" are much better harmonised. Personally I see no objection to a concession in the matter of pay being shown to a Euroepan in the higher stages of Class I and in the Special Class. The lower pay thought enough for an Indian in those stages of the service need neither imply any depreciation of his work nor be due to any racial considerations. It will represent the normal standard to which exceptions have, sooner or later, to be adjusted. But difference in pay should scrupulously be dissociated from questions of status, promotion, precedence and other prerogatives.

Another point meriting mention is whether or not in all classes—especially in Class I—Professorial work should not be better remunerated than Inspecting work. In my humble opinion, a concession of this nature to Professorial work is merited by the consideration that, rightly done, it entails a larger *mental* strain and is of a higher *mental* value than the other.

84,257. **(I.) and (II.) Method of recruitment and systems of training.**—(*a*) Class III. will consist almost wholly of Statutory Indians and will be composed of graduates of promise and holders of "masters" or "honors" degrees; the latter being, as a rule, stated somewhere higher than at the bottom of the class.

Class II will be composed 50 per cent. of those sent up, *on merit*, from Class III, 25 per cent. of Indians directly appointed on the ground of a brilliant University career in India, and 25 per cent. of those brought in from abroad for special subjects or to be trained for Class I. In the case of these last a concession as to start will have to be made.

Class I will be composed 50 per cent. of those promoted, *on merit*, from Class II and 50 per cent. of those nominated from those outside the service, whether in India or in foreign countries.

The Special Class may *occasionally* admit a member of Class I by promotion on merit; but as a rule it will consist of those specially appointed to it and invariably of those educated or specially trained in Europe or America.

Appointments to Classes III and II should wholly vest in the Local Governments. Appointments to Class I would *advantageously* be similarly made, with (1) a right of appeal to the Government of India in cases of promotions from Class II and (2) the approval of that Government in cases of direct nomination. In cases of this last category the help and advice of the office of the Secretary of State may be obtained in securing satisfactory candidates from abroad. In all cases of appointments by direct nomination into Classes II and I the choice may largely be regulated by the advice of a Committee composed mostly of educationists—Indian and Non-Indian in about equal numbers.

All admissions to the Special Class may be made by the Secretary of State in consultation with the the Government of India.

To give adequate chances to Indian candidates vacancies to be filled up by direct nomination should be made known, far and wide, through Government Gazettes and through educational institutions. In making these direct appointments to Classes II and I Indians of recognised ability in private institutions may, where available, be advantageously secured for the public service. At present such cases occur seldom—almost never.

(b) In cases of promotions from Class II to Class I, the Department may prescribe and demand such special training, before confirmation, as it may deem necessary. But this special training could be within the country. In cases of direct appointments there should be, in almost every case, a period of probation of a year or two, to be devoted to special training, part of the period, at least, being spent by Indian candidates—*preferably* in direct appointments to Class II, and *compulsorily* in those to Class I—in Europe or America. Such training will necessarily relate itself to the nature of the work that the candidate elects or is required to do. It seems to be desirable to make the special training for cases going under Class II more comprehensive or varied, though less advanced, than that for the higher class. This will afford scope for further choice and specialisation as the person goes up in service. Part of this period for special training may profitably be devoted to studies not directly related to the candidate's chosen subject but ordinarily comprised in the sphere of general culture.

84,258. **(IX.) Other points.**—One point, almost essential, on which a remark or two may be submitted relates to the Inspecting section of the service.

(a) It is highly desirable that the Inspecting officers should be distinctly marked off from the teaching officers. No lecturer or professor, worth the name, will care voluntarily to go into the inspecting line; and those that have been for any appreciable time in the inspecting section generally fight shy of systematic teaching. The two branches require persons of very divergent tastes and temperaments; and there is *not much* in common between their respective duties.

(b) It is in this branch that the Indian element has, in the higher stages, to be considerably augmented. A knowledge of the aptitude and capacity of the average Indian teacher in the Secondary Schools, an acquaintance with the ways and tendencies of the average Indian student in the primary and secondary schools, the essential requirements and the available resources of a school—these matters count for not a little in Educational progress, and the Indian is at an advantage in these respects. The European has, certainly, his own strong points; but to my mind they are more easily impartable or communicable than those others in which he is at a disadvantage. Anyhow it is pretty plain to anyone acquainted with the system that the two communities may profitably meet *on equal terms* in this branch of educational work. Periodical conferences of Inspectors under the presidency of the Director of Public Instruction will greatly help to make methods and standards uniform—avoiding, if one may say so, the present jar between "routine" and "innovation."

A few other points may also be submitted for consideration.

(a) With well-chosen staffs, composed of distinguished graduates of the Indian Universities, education up to the B.A. pass and B.L. degrees may safely be left, *almost wholly*, in the hands of Indians. In the courses of studies for the medical and engineering degrees a considerably larger share in instruction than is allowed at present may be accorded to them. This involves the question of appropriate emoluments, status, &c.

(b) To facilitate the direct appointment of competent Indians to Classes II and I, the institution of a number of scholarships or fellowships awarded on the ground of both results in public examinations and records and testimonials of work and life at College, will be highly desirable. They will provide a strong incentive to vigorous work and secure young men of promise pretty early in life to devote themselves to this high calling.

(c) To further female education it is absolutely necessary that valuable inducements should be offered to well-educated ladies to qualify for and join the service. For many years to come, even in Government or quasi-Government service, an efficient Indian lady teacher or inspectress will have to be treated, as it were, as a "specialist."

Rao Bahadur R. VENKATARATNAM NAYUDU called and examined.

84,259. (*Chairman.*) Witness was Principal of Pittapur Raja's College, Cocanada. This was a private institution which, since 1909, had been wholly supported by the Raja. Before that the Raja, being a minor, could not command the necessary funds and the college received State aid.

84,260. He had been connected with education for the last twenty-eight years and had always been in private service.

84,261. No Europeans were employed upon the staff of the College. The scale of the salaries given did not contemplate their employment. He himself was paid as a special case, Rs. 500, but the lecturers were paid only Rs. 150. There was some difficulty in securing qualified officers on these salaries, and several of them did not remain long. The officers received annual increments.

84,262. He believed there was more private educational effort in Madras than in any other province in India, as the mission agency was very widespread and active and there were other private institutions also. The better class of private institutions was quite on a par with the ordinary Government institutions, but the Presidency College was much the best. The Rajahmundry and Kumbakonam Colleges were not better than good class missionary and other private institutions. The extension of private institutions, aided possibly by the State, would be a fruitful method of promoting education.

84,263. The youth of India could best be taught by an Indian agency trained on western lines, but it was essential, at any rate for some years to come, to have a proportion of Europeans in the service, especially in the higher grades. He had no objection

to a European being granted an additional allowance: in fact, that was essential if the right type of man was to be got, and such an allowance need not be considered to be any reflection on the Indian. The expenses of a European in India were higher than those of an Indian, and he had also to make provision for his family in England. If all other invidious distinctions were removed, the fact that an allowance was granted would not necessarily place the Indian in a position of inferiority to the European. At present, the smart was with reference more to status than to pay.

84,264. His scheme contemplated four classes of officers. In a special class he placed experts in research and other specialists, with salaries running from Rs. 1,200 to Rs. 1,800 and more, if circumstances demanded. If such an officer could not be got on a permanent tenure, there was no objection to his being brought in for a term of years only. It was of great importance that that class should be recruited from men of highly specialised attainments; considerable elasticity being allowed in the method of selection.

84,265. Fifty *per cent.* of his class I should be officers promoted from class II, by merit more than by seniority. In most cases of direct appointments to this class, Indians should have received most of their education in Europe or America, but there might be brilliant men for whom it would suffice to have merely finished off their education there. He would not have any stereotyped lines for recruitment to class I.

84,266. The professoriate and the inspectorate should be separated as much as possible.

84,267. There was great need for inspection of schools, but the present training of an inspector was not adequate. A knowledge of the vernacular was very important for an inspector, who was expected to deal with the lower grades of schools; but if he was satisfied, as several inspectors were, to leave this work in the hands of his subordinates, ignorance of the vernacular did not very much matter. It was, however, important that the inspectors should supervise generally all classes of schools, and not confine themselves to the inspection of one particular class. The detailed inspection, however, might be left mostly to Indians.

84,268. For many years to come, Indian lady-teachers would have to be treated more or less as specialists, and would have to be encouraged by attractive salaries and other privileges. There were very few really well educated Indian ladies, and the nation had confidence in these as being best suited to control female education. Unless they were well paid, they were not likely to be secured for the department. At present, the area from which Indian ladies could be drawn was limited, but money was not forthcoming even for those available. If the pay was raised it would tend to increase the field of recruitment.

84,269. (*Sir Theodore Morison.*) There were not more than a dozen first-grade colleges in the Madras Presidency, and three were Government colleges Outside the missionary colleges the staffs of private institutions were almost entirely Indian. The head of one private college was a European. In two of the Government colleges there was only one European, the others being Indians of the provincial or subordinate service. The experiment of employing more Indians in the work of education was being tried, but with men who were discontented or inefficient. The important thing was to obtain a different class of Indians to take part in education, even in the Presidency College. The Presidency College took priority over the other two Government colleges in that the staff was largely English, the Indian members of the staff were mostly efficient men, and the college was better equipped. The Presidency College had an educational atmosphere which was not quite that of the Rajahmundry or the Kumbakonam College, and therefore scores of students were drawn there in preference to the other colleges, though they were nearer to them. That was due not only to the attraction of the staff and the equipment but also to the part played by the staff in determining the policy of the University. Moreover, the Rajahmundry and Kumbakonam Colleges were staffed mostly by men, who had only Indian degrees, while the Presidency College was staffed by many with European degrees.

84,270. (*Mr. Chaubal.*) Lecturers, owing to the low pay given, were often changing in private colleges. The men who left the private institutions, went either into the subordinate educational service or into law. There were, however, several men serving in private colleges on low salaries out of zeal and enthusiasm for education.

84,271. The Presidency College had an honours course. The other two Government colleges taught only for a pass degree.

84,272. It would be an inducement to Indian parents to educate their girls to a higher standard, if Indian educated ladies were appointed as inspectresses on a good salary.

84,273. The salaries in second-grade private colleges were much the same as those paid in his own, but in the first-grade colleges, they were higher. There were private mufassal first-grade colleges in which the salaries ranged from Rs. 200 to Rs. 300, but there was no further prospect unless some special allowance was given.

84,274. (*Mr. Fisher.*) Several graduates completed their education abroad by means of a Government of India scholarship or by their own private means. The prejudice against crossing the sea was now very weak, much weaker that it had been a dozen years ago. If it were made part of the condition of entrance into the higher service that students should complete their education in Europe, it would not be a grave disability except in very rare cases.

84,275. He saw no harm if Indian officers serving outside their province were given an additional allowance, but there was not much necessity for this.

84,276. In the Pittapur Rajah's College, chemistry, physics, botany and zoology were taught by M.A.'s of the Madras University up to the intermediate stage. There was no great difficulty in getting competent teachers, but it was difficult to keep them on account of the low salaries. The salaries paid by the Government affected private colleges, because the latter would not pay beyond the scale obtaining in Government service. If any material addition was made to the Government scale, the private colleges would have to raise their salaries. He did not think this would have the effect of making it difficult for private institutions to keep alive, because resources would still be available. There was a growing tendency in the presidency for private individuals to endow education, much more than had been the case some years ago.

84,277. (*Mr. Madge.*) Greater efficiency would result from larger allowances and higher salary. The essential point to which he drew attention was that, given higher emoluments and improved status, a much better class of Indians could be drafted into the educational service.

84,278. It was important that great attention should be given to primary and secondary institutions. Such schools could not be sufficiently attended to in existing circumstances owing to the inspectors being out of touch with local conditions.

84,279. Indians of recognised ability in private institutions might advantageously be secured for the public service. That would not discourage private institutions, because such cases would be comparatively few. It would encourage officers to fit themselves for the best places available.

84,280. The inspecting staff should be marked off from the professorial staff, except that in the preliminary stages an inspector might be trained for a while as head of a teaching institution in order that he might obtain an understanding of the details of its management. After that it would be better that he should be wholly an inspector. The time of training in a teaching institution should be fixed in accordance with the personal qualifications of the officer, but, roughly speaking, three years would be sufficient.

84,281. He was an old student of the Madras Christian College, and did not think it was appreciably inferior to the Presidency College, except perhaps in the matter of equipment.

84,282. (*Mr. Abdur Rahim.*) If an Indian served in a province which was not his own he would be prepared to give him an additional allowance, if necessary; but if a man entered a service which he knew, at the time of entering, would require him to work in all parts of India, it would not be fair on his part to ask for any additional allowance, when he was moved to another province.

84,283. The best Indians did not enter the Educational Service, but preferred other Government services, such as the judicial. That was largely a question of pay and prospects; and if pay and prospects

were improved, a larger number of better qualified men would be obtained for education.

84,284. A knowledge of the vernacular was essential for an inspector, but was not the only thing. An Indian was much more in touch with local conditions than a European. The number of Europeans and Indians should be equal in the inspector's grade, but assistant inspectors should almost all be Indians.

84,285. (*Sir Valentine Chirol.*) He did not think men were attracted to serve in private schools by the belief that they would be emancipated from Government control. For purposes of recognition and affiliation private institutions were subject to Government control. The staff did not form part of a Government department, but the institution was almost as much under the control of Government as a Government institution.

84,286. There were some young Indians on his own staff who accepted small remuneration owing to their zeal for education.

84,287. The Pittapur Raja's College was dependent upon the Raja's support to the extent of about Rs. 10,000 a year. It was not possible to get Indian parents sufficiently to appreciate the value of education to make a college self-supporting. In India it was believed to be the duty of the rulers to provide for the education of the poor, and it was the poor children that constituted the bulk of the students. There were many of the more well-to-do, who would be prepared to pay higher fees, if asked to do so; but they had never been asked.

84,288. (*Sir Murray Hammick.*) A course of teaching for two or three years was very helpful to an inspector, but it was not indispensable.

84,289. His own school was annually inspected by an inspector from the Educational Department, but a European inspector had not sufficient knowledge of the vernacular to inspect the vernacular side of the school.

84,290. (*Mr. Kameswara Rao.*) Many of the teachers, who left the service of private schools went into the subordinate educational service. A provident fund was about to be started by private schools, and that might prevent teachers leaving so frequently as they now did.

84,291. He wished to separate the professors and the inspectors, not on account of the mental strain involved in teaching, but on the ground that the officers were doing different kinds of work. Experience of actual teaching in the College classes was not absolutely necessary, as an inspector did not concern himself with teaching, and had not to advise on methods of teaching, in a College. That advice was now being supplied by the University.

84,292. Indian Christian ladies were available as sub-assistant inspectresses, but not Hindu ladies at present.

(The witness withdrew.)

At Bombay, Tuesday, 17th February, 1914

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
Sir MURRAY HAMMICK, K.C.S.I., C.I.E.
Sir THEODORE MORISON, K.C.I.E.
Sir VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.

And the following Assistant Commissioners:—

F. B. P. LORY, ESQ., Educational Inspector, Southern Division.
S. R. BHANDARKAR, ESQ., Professor of Sanskrit, Elphinstone College, Bombay.
V. B. JOSHI, ESQ., Principal, Training College, Dhárwár.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*)

Miss E. CORKERY, Inspectress of Girls' Schools in the Northern Division and Bombay City.

Written Statement relating to the Education Department.

84,293. **(I.) Methods of recruitment.**—There are at present seven appointments in the Bombay Educational Service held by ladies—

1. Inspectress, Bombay and Northern Division.
2. Inspectress, Sind.
3. Inspectress, Urdu Girls' School, Central Division.
4. Lady Superintendent, Government Training College for Women, Poona.
5. Lady Superintendent, Government Training College for Women, Ahmedabad.
6. Lady Superintendent, Government Training College for Women, Dharwar.
7. Lady Superintendent, Government Training College for Women, Hyderabad.

I am of opinion that all these appointment should be reserved for Europeans who have received a special training in a British Training College or who have studied Educational methods in British schools.

The Lady Superintendent's post should be recruited from among the Senior Assistants in one of the Government Colleges while the Inspectress' post should be filled by experienced Lady Superintendents. The Senior Assistants may be drawn from the aided European schools in India or from a recognized Secondary school in the United Kingdom. No non-domiciled lady should be appointed to the Lady Superintendent's post unless she has worked for five years in a school in India.

84,294. **(II.) Systems of training and probation.**—The present system of helping assistants by sending them to England for a year should be largely extended, *i.e.*, more assistants should be sent by Government annually and they should be allowed to spend two years there (instead of one as at present), six months of this period to be devoted to visiting recognized Educational Institutions in Europe.

In the case of non-domiciled Europeans selected from England, facilities should be afforded them for studying the vernacular of the district. This might be done by appointing them as resident assistants and giving them an active part in the management of the hostel (under the Lady Superintendent). Unless a European lives in daily contact with Indian women she will not understand their difficulties or learn how to deal tactfully with their conservative prejudices.

The probationary period is satisfactory.

84,295. **(III.) Conditions of service.**—No changes are desirable.

84,296. **(IV.) Conditions of salary.**—All the Women's Training College Superintendentships and the posts for Inspectresses should be in the Imperial Service.

The Lady Superintendent's post should be Rs. 300—50—500.

The Inspectress' post should be Rs. 500—50—750.

84,297. **(V.) Conditions of leave.**—(*a*) After six years' active service a year's furlough should be allowed.

(*b*) At intervals of eight years study leave for a year on full pay should be given to enable an officer to proceed to Europe to keep herself in touch with modern Educational requirements.

84,298. **(VI.) Conditions of pension.**—Women should be eligible for a full retiring pension (average of past three years' salary) after 25 years' service or on the attainment of the 45th birthday.

The present rule requiring women to render 30 years' service or to work till they are 55 is too severe. A woman has also to take an active part in domestic duties and is therefore working under a severer strain than a man who has only to consider his professional duties.

84,299. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—I believe no limitations exist at present in the employment of non-Europeans. A Muhammadan lady holds the post of an Inspectress and there have been two Indian Christian Lady Superintendents. There is no hard and fast rule either about the division of these posts into Imperial and Provincial. One Lady Superintendent is graded in the Imperial Service and two in the Provincial. One Inspectress is in the Imperial and two in the Provincial.

Viscount Morley, late Secretary of State for India, in his letter No. 79, dated London 21st May, 1909 to the address of His Excellency the Governor General of India in Council, expressed himself of opinion that "the fact that the appointment (*i.e.* of Inspectress) is in the hands of the Secretary of State does not preclude the recruitment of a lady with Indian experience and a knowledge of the vernacular, whether she be at the time in India or in this country." His Lordship added: "I am always prepared to give full consideration to the applications of well-qualified candidates for the Indian Educational Service who are in India, and whose appointment is recommended by the Local Government."

84,300. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—As there are no women members of the Indian Civil or other services, I do not think this point requires to be considered by the women in the Educational.

Miss E. CORKERY called and examined.

84,301. (*Chairman.*) There were three Inspectresses and four Lady Superintendents of colleges in the Bombay Educational Service. There were also several assistants to each Lady Superintendent. There were two senior assistants in Poona, two in Ahmedabad and one in Dhárwár. At present there are no Assistant Inspectresses. The present cadre was not adequate. The colleges in particular were understaffed. The Lady Superintendent of a training college had also a high school to supervise. The three training colleges in Poona, Ahmedabad and Dhárwár required more assistants. She could not say the number of pupils in those colleges.

84,302. The schools which taught English in the Presidency, were inspected by the Inspector, with the help of the witness. The inspection of the Anglo-vernacular schools had been entrusted entirely to the witness. The primary schools were not inspected by the witness.

84,303. There was no specific rule with regard to the recruitment of Inspectresses. Witness, prior to joining the service, was in the training college at Poona, from which she was nominated by the Government of Bombay. Her appointment was finally sanctioned by the Secretary of State. The Inspectress in Sind had also been in charge of a training college prior to joining the service, and for the convenience of the Department, Government arranged a transfer between the Inspectress in Sind and the Lady Superintendent, Ahmedabad. Witness had not an English teacher's diploma, but she had had experience in an English private school.

84,304. The Lady Superintendents were promoted by seniority from the assistants. Only one Lady Superintendent had been recruited direct from England. The remainder had had Indian experience only. All assistants should be Europeans, as Indian ladies so far had led very secluded lives, had not been given very much responsibility in their own homes, and were therefore not up to much administrative work.

83,305. There were from 20 to 30 Indian lady assistants in the service, none of whom were qualified to occupy the position of Superintendent or Inspectress, unless they were first sent to England, and specially trained for the work. There were no training colleges in India where they could be trained. None of the present Indian ladies had been to England. One Indian lady, since dead, had gone to England, and had turned out a successful Lady Superintendent.

84,306. Ladies joining the service from England did not, in the present circumstances, have a sufficient opportunity of gaining a knowledge of the vernacular. They did not come out young enough. If they were brought out at the age of 21 or 22, and then worked as apprentices under the Lady Superintendent for at least five years, and studied the vernacular and Indian women, they would be far more successful.

84,307. The pay of the Lady Superintendents should remain as at present, but an Inspectress should begin on Rs. 500 and rise to Rs. 750. The present scale of Rs. 300–500 was inadequate.

84,308. One lady was at present drawing her pension in a mental home. Another lady, who joined the service at an advanced age, had been allowed a certain concession. Witness herself had put in 29 years' service in India, which she considered much too long a period for a lady to serve. She suggested that 25 years' service was a sufficient period.

84,309. A provident fund would be more popular in her service than any pensionable scheme.

84,310. Muhammadans were not so advanced in education as other communities in the Presidency. There had just been a Muhammadan Inspectress appointed on probation. Very great difficulty was found in obtaining Muhammadan ladies to train as teachers. It was very desirable to have such ladies for Muhammadan schools. There were no special training colleges for Muhammadan ladies, but special classes had been started at Ahmedabad and Poona at which there were about 10 ladies.

84,311. (*Sir Murray Hammick.*) Witness had no remarks to make with regard to the conditions under which Inspectresses had to travel.

84,312. (*Sir Valentine Chirol.*) She would not be eligible for her full pension of Rs. 250 until 1916, when she would have completed 31 years' service.

84,313. (*Mr. Abdur Rahim.*) There were some Muhammadan girls' schools in Bombay. There were a number of private Muhammadan girls' schools in Bombay City, and four municipal schools. Those institutions served different sections of the Muhammadan community.

84,314. A training school was much required in Bombay for Muhammadan ladies, but the difficulty was to find women to train them. The pay was not attractive enough to bring Muhammadan teachers from Northern India.

84,315. (*Mr. Madge.*) She modified her opinion that the appointments of Lady Superintendents should be reserved for Europeans, who had received a special training in a British training college to this extent that, if Anglo-Indians went to England, and received an English training, they also would be qualified to hold the posts.

84,316. She had had no experience of inspection work prior to joining the service, but at present women from other Provinces could be obtained who had had that experience. That was her ground for saying that no one should be permitted to become an Inspectress, who had not had experience in England.

84,317. There was no separate Inspectress for European schools in the Presidency. She did not think the work was sufficient to justify the employment of a separate Inspectress for European schools. The money could be better spent on other appointments.

84,318. It would depend on age whether an Inspectress should be transferred from one province to another. If she was not too old to learn the vernacular of another district, there would be no objection.

84,319. (*Mr. Fisher.*) About one-thirtieth of the girls attending schools in the Presidency reached the seventh standard. Girls generally left school at about the fourth standard. They had learnt to read and write the vernacular in the fourth standard, but their English was very incomplete. A girl who left school

at the fourth standard could hardly be called literate. Only about one-thirtieth of the girls who left school were literates.

84,320. (*Mr. Sly.*) At present the Inspectresses of schools, and the Lady Superintendents, were recruited on to a common list at the same pay. There were two instances of a Lady Superintendent being transferred from a college to an inspection post. Witness wished to revise the service so as to make the Lady Superintendent's a junior, and the Inspectress' the senior post. That would not mean that the Inspectress would have all her touring work much later in life, but there would be this difficulty. It could be got over if an Inspectress was allowed to retire at 45. A Lady Superintendent's work was really more trying than that of an Inspectress as she had to supervise the hostels attached to the colleges and schools.

84,321. The present Muhammadan Lady Inspectress kept purdah. She was on probation. There was an Indian Christian lady acting as Superintendent at the present time. There were no Hindus in the highest appointments, or in the senior assistant appointments. The bulk of the service was composed either of Indian Christians, Jews or Anglo-Indians.

84,322. (*Mr. Chaubal.*) One Lady Superintendent was graded in the Imperial Service, and three in the Provincial Service. The duties of the four were much the same. The lady in the Imperial Service came out as an Inspectress, and was appointed by the Secretary of State. Really all the Lady Superintendents should be in the Provincial Service.

84,323. (*Sir Theodore Morison.*) There was no difference between the maximum salary of the posts in the Provincial Service and of those in the Indian Educational Service.

84,324. The first Assistants had duties either in the training college or in the high school. They belonged to the subordinate educational service. At Poona some had been recruited at Rs. 40, and had risen to Rs. 200, which was the maximum.

84,325. All the training colleges were residential, but there was not enough room for all the students. In Poona the high schools were also residential.

84,326. (*Lord Ronaldshay.*) Certain Assistants had been given a special stipend by the Government of Bombay to go to England. They had had to put themselves under the orders of the Secretary of State in England, and go to a recognised training college. They had been allowed to select their own colleges. Some had gone to Oxford, and some to Cambridge, others to Bedford College or Maria Gray College, London. No Indians had yet been sent to England, as none had yet applied.

84,327. (*Mr. Lory.*) It might generally be taken that Europeans, or Anglo-Indians ladies in the service commenced on about Rs. 80 a month, rose to Rs. 200, and then became Lady Superintendents.

84,328. (*Mr. Joshi.*) Female education in the Bombay Presidency was in a backward condition. Indian ladies would not be better able to appreciate the conditions of Indian women, or mix more freely with Indian women, or be able to make the training colleges and schools in the presidency more popular than European ladies, for at least another 25 years. The dufficulty in employing Indian lady graduates was with regard to administrative work. They were not given enough administrative power in their own homes in the first instance.

84,329. Lady Superintendents in the service were able to give instruction in the vernacular. The training required by a lady to enable her to give training in the vernacular in the schools was at least five years' study of the language.

84,330. A literary qualification was not so necessary for Lady Superintendents as an English teacher's diploma.

(The witness withdrew.)

At Bombay, Thursday, 19th February, 1914.

Present:

The Right Hon. the LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

The Earl of Ronaldshay, M.P.
Sir Murray Hammick, K.C.S.I., C.I.E.
Sir Theodore Morison, K.C.I.E.
Sir Valentine Chirol.
Mahadev Bhaskar Chaubal, Esq., C.S.I.
Abdur Rahim, Esq.
Walter Culley Madge, Esq., C.I.E.
Frank George Sly, Esq., C.S.I.
Herbert Albert Laurens Fisher, Esq.

And the following Assistant Commissioners:—

F. B. P. Lory, Esq., Educational Inspector, Southern Division.
S. R. Bhandarkar, Esq., Professor of Sanskrit, Elphinstone College, Bombay.
V. B. Joshi, Esq., Principal, Training College, Dhárwár.

M. S. D. Butler, Esq., C.V.O., C.I.E. (*Joint Secretary*).

W. H. Sharp, Esq., Director of Public Instruction, Bombay.

Written Statement relating to the Education Department.

84,331. **(I.) Methods of recruitment.**—I have little to remark under this head except that more pains seem to be taken now to make vacancies known in England and to select the most suitable men to fill them. With regard to appointments to be filled locally, it is usual to make a selection from the candidates who present themselves about the time of the occurrence of the vacancy. In some cases it would be better if the vacancy could be anticipated by a longer period, and a suitable candidate selected and sent somewhere for a course of training. But this would involve more expense, might conflict with the system of extensions of service, and may perhaps be open to other technical difficulties.

84,332. **(II.) System of training and probation.**—At present there is no system of training for either the Indian or the Provincial Educational Service as such. In some cases training is hardly required; in others something of the kind suggested above might be attempted. In this Presidency Educational Inspectors are not recruited direct from England, but are chosen from headmasters (or occasionally college professors) who have had some experience of the country. Appointments in the Indian Service are made on probation for two years; appointments in the Provincial Service may or may not be on probation according to circumstances.

84,333. **(III.) Conditions of service.**—The greatly increased cost of living, less agreeable relations with the people of the country, the ever-increasing burden of work, the curtailing of touring and of other opportunities of escaping from one's office, all these things render service (at least in the administrative and inspecting branch) much less attractive than it must have been at one time. I cannot understand anyone exchanging a professor's or headmaster's post for that of an inspector, or voluntarily taking up the work of a Director of Public Instruction.

84,334. **(IV.) Conditions of salary.**—The increase in the number of openings presented elsewhere combined with the lessened attractiveness of service in

India renders it increasingly difficult to recruit men on the initial pay offered; and when special qualifications, training, or experience are required more has to be offered. This is already done in the case of professors of science, and it seems likely that it will also have to be done in the case of Arts professors. The maximum pay attainable is also felt to be insufficient. In the case of the college principals the one higher allowance is awarded by seniority, and may fall to the principal of the smallest college who has least work to do, or even be diverted from the educational service altogether to a Public Works officer. The ten-rupee increment in the junior allowances is niggardly.

84,335. **(V.) Conditions of leave.**—It is generally felt that the exaction of eight years' service at the outset tends to throw a man out of touch with educational work at home, though in the case of college professors this is counterbalanced to some extent by their ample vacations which permit of short visits to Europe without much difficulty and on full pay.

84,336. **(VI.) Conditions of pension.**—There appears to be a general feeling that the length of service should be reduced from 30 years to 25, that it should be possible to retire on proportionate pension after 15 or 20 years, and that the amount of pension should be increased at least from Rs. 5,000 to £500. The system of extensions might well be discouraged. Indian officers in particular are seldom willing to retire at the end of their service; they seem to regard it as a point of honour to secure not only one but several extensions. This does not conduce to efficiency and progress in their institutions, whilst it blocks promotion. Article 459 (*b*) of the Civil Service Regulations requires that when the rule of retirement at 55 is enforced the reasons for enforcing it should be recorded; I should prefer to see it put the other way, that when it is not enforced the reasons for not enforcing it should be recorded.

84,337. **(VII.) Such limitations as may exist in the employment of non-Europeans, &c.**—Appointments in the Indian Service are made only by the Secretary of State, and in this Presidency it does not include any Indians, though a Bombay Pársi has been appointed to it in another province. The spirit and methods of the system of education, and many of the subjects are derived from the West; and in my opinion they require at present a strong Western element to maintain them. The Indian Educational Service is, in my opinion, necessarily exclusive, because it represents the irreducible minimum of that Western element. I do not, however, object to Indians, who qualify themselves to represent that Western tradition, being appointed to it. The Service does not appear to me large, considering the work it has to do. For instance, in the case of the whole primary education of the Bombay Presidency the Western element is represented (so far as this Commission is concerned) by myself and three Inspectors—four men in all, who have numerous other things to attend to. In the case of the whole secondary education of this Presidency the Western element is represented by myself, the same three Inspectors, and three headmasters. Affiliated to the University there are three Government Arts colleges. According to the University Calendar for 1912-1913 their combined teaching staff amounted to 32, or 47 if we include the Dakshina Fellows; of these, 10 belonged to the Indian Educational Service, and 12 in all were Europeans.

The members of the Provincial Service are dissatisfied because they have no definite system of promotion from which they can calculate their chances. The remedy seems to be a decently paid service, organized on similar lines to the Indian Service, viz., proceeding from a suitable minimum by regular increments to a suitable maximum, with perhaps a higher scale for a select few.

84,338. **(VIII.) Relations of the service with other services.**—College professors have scarcely any official dealings with other services, except occasionally the Public Works Department. Members of the inspecting staff and headmasters, on the other hand, are necessarily brought into touch with members of other services, and especially the Indian Civil Service. I suppose that one may be permitted to say that members of the Civil Service resemble the public at large, in that some of them take an interest in education and some do not; some content themselves with a critical attitude, whilst to others we owe a debt of gratitude for lively interest and unfailing support.

84,339. **(IX.) Other points.**—There are two matters to which I should like to refer under this head:—

(*a*) *Precedence.*—The inferior status accorded to educational officers is a grievance of long standing, and is supposed to indicate in the minds of the highest authorities a view that the work they perform and the service they render to the country are of inferior value to the services rendered by some other departments. The position has recently been made worse by a notification of the Government of India dated the 1st of October. In the former supplementary graded list "officers of the Indian Educational Service drawing Rs. 1,250 a month and upwards" were assigned to No. 73, and "officers of the Indian Educational Service drawing less than Rs. 1,250 and more than 1,000" were assigned to No. 78, to which Forest and Police and Opium officers and probably others obtained access when they reached Rs. 800. The new notification assigns only Principals of Government Colleges drawing Rs. 1,250 and upwards to No. 73. All other educational officers drawing Rs. 1,000 and upwards are assigned to No. 78. The change appears to be a deliberate degradation of educational inspectors and senior professors, and is much resented. I understand that Indian officers also have grievances in the matter of precedence, but perhaps these can be elicited from a witness.

(*b*) Attention is respectfully invited to the second paragraph on page 15 of the Bombay Government memorandum on the Educational Department. We have no joint or assistant inspectors here, but our deputy educational inspectors are district officers of considerable importance. Each administers the Local Board schools of a whole district besides performing many other duties; he is the chief educational authority of the district and an administrative officer on whom much responsibility falls. This has been recognized by having them appointed by Government, not by the Director; but the Government of India have declined to admit them to the Provincial Service, even while admitting the headmasters of high schools. But both the headmasters and the deputies are recruited from the same class; they are from time to time interchanged; and the work of a deputy is no less responsible and far more onerous than that of a headmaster, whilst he gets no holidays. In other provinces the deputy may be a subordinate inspecting officer only; here he is an administrator as well, and it is urged that like the headmaster he should be admitted to the Provincial Service, which would give him a higher status and precedence.

Supplementary Written Statement containing suggestions for the reconstitution of the collegiate branches of the Indian and the Provincial Educational Services.

84,340. The chief objections to the present organization of the professorial side of the Indian educational services are these:—

(*a*) The division between the Imperial and Provincial Services is looked upon as a slur and an injustice by the Indian professors.

(*b*) The system of a graded service is open to criticism.

(*c*) Disappointment is felt at the professors of the Indian Educational Service not having added materially to "the stock of human knowledge."

(2) (*a*) is a serious objection, and not merely because of serious dissatisfaction among Indian professors. It is significant that, even in recent years, when educated Indians have found it so difficult to obtain satisfactory employment, so few of our best Indian graduates have been attracted to the educational services. This fact alone would point to a serious defect in the present organization, and it is unnecessary to insist further on the need of obtaining the best Indian talent in the work of education.

(*b*) is also to the point. A bifurcation of the professorial and administrative branches of the service has become imperative. The duties of an inspector are now so wide and so technical and, in addition, require so intimate a knowledge of the inner working of municipalities and local boards that it is impossible

for professors to adapt themselves readily to these new conditions. On the other hand, it would be extremely difficult—especially to take up specialized courses—for an inspector to take up professorial duties or understand the needs of an Indian University. This objection would also apply to the post of Director of Public Instruction from whichever branch that officer may be promoted. Professors perform very definite and important duties, and should therefore receive satisfactory advancement without having to take up other kinds of work; and they should not be liable to the transfers and changes which are inseparable from a service.

(*c*) does not seem to be a serious objection, though there are certain branches of study, in which research work by professors might be of considerable benefit.

(3) The suggestion now put forward relates only to the Collegiate branch of the service and is that the present graded service for professors should be abolished, professors being appointed to definite posts or chairs. The pay should be attached to the chair and not to the individual. Apart from the Principal, whose position is discussed later, there would then be no question of seniority or precedence among professors.

(4) The question now arises whether the professorial posts should be held for short or long periods of time. This is a most important consideration. There are only a few subjects taught in Indian colleges, such as Economics with a special relation to Indian problems, Indian History and Oriental languages which can be studied with anything like the same advantage in India as elsewhere. For convenience sake these may be referred to as "Orientalia." On the other hand, the vast majority of subjects, which may be called "Non-Orientalia," such as English literature, Western languages, English and European History, Economics generally, Mathematics, Philosophy and, probably, Physics and Chemistry, can be studied in India only under very grave and obvious difficulties. For the "Orientalia" subjects it might be wise at times to engage for a short period of years the services of distinguished scholars who would furnish a considerable stimulus to the devolopment of their own particular studies. Such men might be glad to come out to India, as they might easily return with the enhanced reputation of having done research on a virgin soil. But it seems more appropriate that the provision of such appointments should be regarded as falling within the scope of the University in the discharge of the new teaching functions with which it is now being invested. There are certain obvious practical objections from the point of view of college management incidental to a system of short term appointments for college, as opposed to University, professorships, and therefore, although recourse to such a method of recruitment possesses undoubted advantages and cannot be regarded as presenting any insuperable difficulties, it is considered that the interests of the colleges would, on the whole, be better served by appointment for a long period of years on terms embodying the ordinary privileges of leave and pension.

With regard to "Non-Orientalia" subjects the case in favour of this latter method of recruitment is hardly open to question. It is clearly unreasonable to expect any ambitious scholar to come out to India even on a large salary when on return his marketable value and his repute in the educational world would be seriously diminished.

The conclusion then is that, ordinarily, whether for "Orientalia" or for "Non-Orientalia" chairs, appointments should be made for long periods and on a pensionary basis. The great essential for our Indian colleges is to have a body of professors keenly interested in all problems relating to Indian students and competent to make a special study of the needs of Indian Universities and colleges. Such knowledge can be gained only by Indian experience, and men of that experience must be the first requirement in any reconstitution of the Indian Educational Services. Good men would be willing to come to India but only on a long agreement, for they would naturally be more interested in the general problems of Indian education than in their own particular studies.

But while the principle of long term appointments is thus admitted, it is suggested that the number of years' service now necessary for pension should be reduced. This would, it is considered, be in the interests of both parties. Another recommendation is that more care should be exercised in confirming the appointments of probationers.

(5) The next point to be considered is the pay which should be attached to these chairs. It is obvious, if only on the score of expense, that the emoluments cannot be the same for each post. It is essential that there be at each college posts carrying a sufficiently high remuneration to attract good men. And, moreover, it is usual in other Universities even for good men to ascend the ladder gradually, first as lecturers, then as assistant professors, and finally as professors. This rule cannot be applied without qualification to an Indian college, since Europeans would only accept the better paid professorships, the remuneration of the other posts and the scope of advancement offered being insufficient to attract them away from Europe. But it should be remembered that the average age of entrance to the Indian Educational Service in this Presidency is 28, and many of the existing professors have gone through the usual stages of apprenticeship in other lands. It would, thus, be necessary for Government from time to time to decide the number of professorships, assistant professorships (or senior professorships and junior professorships as it will be preferable to designate these posts) and lectureships to be held at each college. It would be well in this respect to regard the three Government colleges as a single unit, so far as the Arts courses are concerned, and put the senior professorships, each carrying the same salary in each subject, in one or two, but not necessarily in all, colleges. Each subject would then have at least one senior professorship held at one or other of the colleges.

(6) Taking the Bombay Presidency with its three Government colleges as an example, and having regard to the subjects in which each of them at present specializes, the system proposed would work out somewhat as follows: (*a*) Sanskrit might have a senior professorship at the Deccan and a junior professorship with a smaller salary at the other colleges, (*b*) Persian might have a senior professorship at the Elphinstone and a junior professorship at each of the other colleges, (*c*) English literature, being the backbone of our college teaching, would have, as now, two senior professorships at each college, (*d*) Mathematics, Science, History and Philosophy would have the number of senior professorships and junior professorships distributed among the three colleges in accordance with the needs of each subject. As regards Science it is more difficult to speak, as the Royal Science Institute is not yet completed and, indeed, the teaching of Science in this Presidency is in its infancy. But there seems no reason why, so far as the Science professorships and lectureships are concerned, the same principal should not be observed and the Science department at the Gujarat College, the Royal Science Institute, and the College of Engineering, Poona, be regarded also as a single unit.

(7) A minor point arises as to whether the pay of these posts should rise by annual increments. It is usual in many Universities for the salary of a professorship to remain the same during the whole service of the occupant. In India, however, where the expenses, of a European especially, increase so largely with age, it would appear that the incremental system is the better. In either case, the senior professorships should carry more remuneration than at present and should rise to Rs. 1,500 per mensem.

(8) Better facilities than at present should be given to our best Indian graduates to qualify themselves for the professorships. It is almost essential that those Indians who aspire to the higher posts should have some experience only of an Indian University. The first link in the chain has already been made by the appointment this year of several young Indian graduates of academic standing to lectureships at the Government colleges for a short period of years. Some will probably fall out very soon, and their services will not be required after the completion of the appointed period. Others will prove themselves earnest and satisfactory teachers, but without the capacity to go further, and these may be expected to continue in the lower ranks of a college staff. A few, it is hoped, will show by their academic qualifications, their powers of discipline and their aptitude for the work that they are competent to go further. These

should be sent to an English University at the expense of the Government, and on their return should be eligible for appointment to a junior, and, if they have distinguished themselves to a senior, professorship, as the vacancy occurs. Appointments to lectureships and junior professorships should be in the hands of the local Government, but the senior professors should be selected by the present Committee of Selection in London. The Indians referred to above should, as a matter of course, be interviewed by the Selection Committee before their departure for India in anticipation of any vacancy, and after their return, on their application for a vacant senior professorship, the local Government would forward an opinion as to their value and attainments.

(9) This scheme, it is suggested, meets the three objections referred to above. Indians would suffer from no injustice whatever, and would compete on equal terms with Europeans for the senior professorships. Indeed, they should have almost a monopoly of the Persian and Sanskrit professorships, and further *there would be no division into services on the college staff*. The objections which apply to a graded system would largely disappear.

(10) Principalships should stand on a different basis. At present, it is usual for professors to be promoted to the principalship by seniority, and it is an unusual occurrence for anyone to be passed over. Indeed, it is looked upon as a humiliation to be so treated. The defects of such a practice are obvious. Indifferent principals may be appointed and, on the other hand, a good professor may be discouraged in his work merely because he is not considered suitable for a principalship. The principals should be appointed, as now, from among the professors, but by merit, though in exceptional cases an educationist from outside might be selected. In any case it should be an absolute rule that European academic distinction is an indispensable qualification for the post of principal. This is essential in order to ensure that the candidate shall have had the necessary experience of the best European methods.

The remuneration of principals should be considerable. It has been suggested that the principals be relieved of their teaching work so as to devote their whole time to administrative duties. But this is a proposal which is open to grave objection. In England, all the great headmasters have guided the school through the influence they have brought to bear upon the boys of the sixth form. In India, a principal must lecture. Moral influence should come from above, and with an administrative machine out of touch with the students of a college all inspiration would be lost. If principals have too much detail work at present, the remedy is obvious. A professor can be appointed with an allowance to act as bursar to take over all financial and routine work. Principals would be paid as such, but would at the same time hold a chair in an honorary capacity.

(11) The following is the scale of remuneration suggested for application to the scheme of reconstitution described in the preceding paragraphs:—

	Rs.
Lecturers	150—40—350
Junior Professors	400—50—750
Senior Professors	750—50—1,500
Principals	2,000

(Each Principal would be honorary professor in his own subject.)

Applying the scheme to the three existing Government Arts Colleges it is considered that the superior teaching staff might be distributed as follows:—

	Deccan.	Elphinstone.	Gujarat.
English	2 Senior Professors... ...	2 Senior Professors... ...	2 Senior Professors.
History and Economics	1 Senior Professor	2 Senior Professors.	—
	1 Junior Professor	—	1 Junior Professor.
Logic and Philosophy	—	1 Senior Professor	—
	1 Junior Professor	—	1 Junior Professor.
Mathematics	1 Junior Professor	1 Junior Professor	1 Senior Professor.
Sanskrit	1 Senior Professor	1 Junior Professor	1 Junior Professor.
Persian	1 Junior Professor	1 Senior Professor	1 Junior Professor.
Science	1 Junior Professor	1 Junior Professor ...	2 Senior Professors.
			1 Junior Professor.
Total { Senior Professors	4	6	5
Total { Junior Professors ...	5	3	5
	9	9	10

(12.) The following is a comparative estimate of the cost of applying the scheme to the three Colleges:—

Statement showing the Present and Proposed Cost of Principalships and Professorships in the Elphinstone, Deccan, and Gujarat Colleges.

Present Scale.	Average Cost per annum.	Proposed Scale.	Average Cost per annum.
	Rs. a. p.		Rs. a. p.
Indian Educational Service:—			
13 Professorships (5 Elphinstone, 5 Deccan, and 3 Gujarat College) on Rs. 500—50—1,000 per mensem (average Rs. 805-8-10).	1,25,666 2 0	12 Senior Professorships (5 Elphinstone, 3 Deccan, and 4 Gujarat College) on Rs. 750—50—1,500 per mensem (average Rs. 1,166-10-8).	1,68,000 0 0
1 Professorship at (Gujarat College) on Rs. 750—50—1,000 per mensem (average Rs. 916-10-8).	21,000 0 0	3 Principalships on Rs. 2,000 per mensem for the Elphinstone, Deccan, and Gujarat Colleges.	72,000 0 0
1 Principal's allowance of Rs. 250—50—500 per mensem (average Rs. 416—10—8).	5,000 0 0		
1 Principal's allowance of Rs. 200—10—250 per mensem (average Rs. 233-5-4).	2,800 0 0	13 Junior Professorships (3 Elphinstone, 5 Deccan, and 5 Gujarat College) on Rs. 400—50—750 per mensem (average Rs. 625-8-10¾).	97,586 10 8
Provincial Educational Service:—			
4 Professorships on Rs. 700, 550, 400 (Elphinstone), and 400 (Deccan).	24,600 0 0		
1 Professorship (at Gujarat College) on Rs. 300—50—500 per mensem (average Rs. 437-12-5½).	5,253 5 4	Total	3,37,586 10 8
		Present cost	2,06,719 7 4
1 Assistant Professorship (at Deccan College) on Rs. 500.	6,000 0 0	Additional cost	1,30,867 3 4
9 Lectureships and Professorships (3 Elphinstone, 2 Deccan, 4 Gujarat College) on Rs. 250, 250, 200, 200, 250, 300, 300, 250, 200.	26,400 0 0		
Total	2,06,719 7 4		

N.B.—The lecturers and professors shown in the last item are included here as they are in independent charge of their subjects and their places will be taken by the Junior Professors in the proposed scale.

Mr. W. H. Sharp, called and examined.

84,341. (*Chairman.*) Witness was director of public instruction, Bombay, which position he had held for the last five years. He had had experience only of the college branch of the service.

84,342. In the inspecting branch of the Indian Educational Service there were five officers, namely, three divisional inspectors, one inspector of European schools, and one inspector of science teaching. There were supposed to be four headmasters, but there were actually only two serving at the present moment. A European deputy director in the Indian Educational Service was appointed last October for two years.

84,343. Headmasters were recruited direct from England, but not inspectors. The latter were selected from the headmasters. All inspectors had not been headmasters, as occasionally a college professor had been taken. The last professor who was made an inspector was Mr. A. L. Covernton. That was eight years ago, and the one before him was in 1898. The two branches of the educational service were becoming more and more specialised, so that it was becoming less and less possible and less and less desirable to continue the practice of interchanging officers. Interchanges should not be absolutely barred, but should be the exception and not the rule.

84,344. In the Bombay presidency the period during which officers remained as headmasters prior to becoming inspectors was rather shorter than it ought to be owing partly to the fact that two of the inspectors had been withdrawn to be made directors of public instruction elsewhere, one in Burma and the other in the Central Provinces. Consequently promotion had been very rapid. Mr. Prior, who recently retired, had been for several years a headmaster. Mr. Lory however was only six months in a high school. Mr. Hesketh served for some time in two colleges, and was also for some time in a high school. Mr. Marrs was in a high school for two or three years. There was no reserve of any kind, and whenever an inspector went on leave a headmaster had to be moved up to take his place. The creation of a reserve was very necessary. The proposal for two supernumerary headmasters was made with a view to securing something in the nature of a reserve. It was now before the Secretary of State.

84,345. There was one inspector in the provincial service who was doing the same work as the inspectors in the imperial service. There were no assistant inspectors, but a deputy inspector had been appointed for each district. He wished to see the deputy inspector raised from the subordinate to the provincial service.

84,346. The inspector controlled a whole division, which usually consisted of six revenue districts. The deputy inspector was in charge of one revenue district. In the Bombay presidency the primary schools in each district were directly administered by the Educational department, and the money spent on them was disbursed by that department, whereas in other parts of India they were administered by the local boards, the Educational officer merely inspecting and advising. The actual administration of the schools in Bombay was in the hands of the department, and in the district it was under the deputy, who was responsible to the inspector of the division. Thus the duties of the deputy inspector were administrative as well as inspectional. He had in consequence more responsible work in Bombay than in other provinces.

84,347. Below the deputy inspectors were the assistant deputies, who were generally appointed from the staffs of the high schools. Deputy inspectors were not appointed direct but were promoted from the lower ranks. They were recruited in the same manner as the headmasters of the high schools. An assistant master might become either a headmaster or an assistant deputy inspector, and in course of time a deputy inspector. All these officers were drawn from precisely the same class, and nowadays almost all of them were graduates, though it was not actually laid down that they must be so.

84,348. Some of the deputy inspectors were sufficiently good to be made inspectors, but the inspector had so much responsible work to do that it was a very difficult matter for anybody, whether an Indian or a European, to be taken from a school or deputyship and suddenly to be made the inspector of a whole division. He himself wished to see some assistant inspectors created who would be interposed between the deputies and the headmasters on the one hand and the full inspectors on the other. In that way a man would gain some experience of the higher inspecting work before he became a full inspector. Amongst the assistants there should be some Europeans and some Indians. Europeans when recruited should begin as headmasters, and then work as assistant inspectors, but he would not make this an absolute rule, as absolute rules were apt to be inconvenient and hampering. If assistant inspectors were created not only would inspectors get a better training prior to taking over full responsibility for a division; it would also make it easier to provide for Indians. At present there was great difficulty in choosing an Indian inspector owing to the comparative narrowness of the training which Indians received, and this narrowed the field of selection. If a likely Indian was found he should be given some sort of special training by being sent to the training college, by serving in school, and by working as a subordinate inspecting officer. A man who had to rise to the highest level of all ought to have a knowledge of some country outside India, and therefore it would be advisable for him also to visit Europe, and if possible to go through some course of training there.

84,349. There were at present twenty high schools for boys, of which four were supposed to have Europeans as headmasters, whilst sixteen were held by Indians. Some of the schools held by Indians were quite as large and important as some of those held by Europeans. The most important school of all was the one in Bombay, for which a European was appointed. There was also a European appointment in Poona, where the school was not large. The large school at Karáchi was kept for a European, and there was a temporary European headmaster at Belgaum. The schools at Dhárwár and Násik were large schools, and they had Indian headmasters. Those two schools might be regarded as positions of equal responsibility to the schools under Europeans, as might also be the chief school in Gujarát. Thus there were three schools held by members of the provincial service which might be regarded as equal in responsibility to the schools under Europeans.

84,350. There should be no absolute bar to the admission of Indians to the Indian educational service, but some sort of European experience should be insisted upon. All posts of equal value should be placed in the same service, irrespective of whether the occupant was a European or an Indian.

84,351. A special Muhammadan deputy had recently been appointed in the southern division, and another in the central division. They were supposed to be specially in charge of Urdu schools, and also had to advise the educational inspector on Muhammadan education generally. In the northern division there were two district deputies who were Muhammadans, so that it was not considered to be urgent to have a special Muhammadan deputy there. A special Muhammadan deputy had just been sanctioned for Sind to deal with the Mullah schools. Also a Muhammadan lady had been appointed an inspectress of Urdu girls' schools in the central division. The supply of Muhammadan headmasters was very poor.

84,352. There were no special problems in connection with the education of the domiciled community in the Bombay presidency.

84,353. The salary of the inspectress might be raised higher than it was at present, but he had not heard the inspectresses complain that it was inadequate. Personally he desired to see the lady superintendents and the inspectresses all put on one list, and made interchangeable. There was a certain amount of interchange now. He was opposed to the idea that the inspectresses should draw higher pay than the lady principals.

84,354. At first one or two ladies had been brought out from England as inspectresses, but lately they had been recruited on the spot. The time had now come when a little fresh blood from England would be desirable, but he had no complaint to make about the present staff. The field for recruitment in India was small, and every now and then someone should be brought in from outside. Some local ladies had been sent to England with Government scholarships for a period of training at Bedford College or Cambridge, and those who had come back had benefited very considerably. There were ladies in the presidency who could well occupy the position of inspectress after a training in England.

84,355. Almost every member of the service held a different view with regard to pension, but there was a pretty general feeling that the first requisite was a reduction in the period of service, and if possible an increase in the amount which could be earned. If offered the choice between an increased pension for the present period of service, or the same pension for a reduced period, most officers would probably prefer the latter.

84,356. The average age of entrance to the service was twenty-eight. He could not say how many officers had more or less than ten years' service respectively.

84,357. The second written statement which he had put in about the collegiate branch represented in principle the views of the Bombay Government, with which he was in accord. The detailed statement at the end, however, was put forward simply as an example, and was not to be taken as committing either the Government or himself. The central idea was to do away with the service organisation, as at present in vogue, and to attach the pay to the chair and not to the individual. There would be a chain of appointments rising from lectureships to junior professorships and so to senior professorships. The principalships would stand slightly apart so that there might be more freedom in dealing with such appointments. The idea was that a European would always come out as senior professor, but that a ladder of promotion would be constructed for the Indian. No junior professors would be Europeans, as the pay offered would not attract men from Europe. Thus all the lecturers and junior professors would be Indians. The essential difference between this scheme and the present one was that under it an Indian could rise by merit to a senior professorship. It did not seem possible altogether to avoid the difference between Indians and Europeans, but the scheme did offer a course of promotion.

84,358. He would not lay down any hard and fast rule as to an Indian joining as a lecturer, and occupying the position of a junior professor before being made a senior professor, but that would be the ordinary course. To become a senior professor a man must have qualified in some way by European experience, and it would probably happen that a fairly young man would either go or be sent by Government for a course of training in Europe, and would then be held eligible for promotion when an opportunity offered. Prior to his becoming a senior professor the condition should be laid down that the Indian must have a course in England.

84,359. A lecturer should begin at Rs. 150. It was quite possible to obtain a good class of candidate on that salary, if there was reasonable promotion based on a time-scale. Both lecturers and junior professors should be selected by the local Government. All senior professors would be selected in London. A junior professor selected for promotion to a senior professorship would be appointed by the Secretary of State on the recommendation of the Local Government.

84,360. Witness would combine the three Government Colleges into one unit, and spread the senior and junior professors over the whole. That was done to a certain extent already. All the subjects were not provided for at all the colleges. The branch of subjects which he called Orientalia should in the future be taught very largely by officers trained in India. He did not think any of those chairs could with profit be occupied by officers on short period appointments. His view was that short period appointments were more appropriate to the University. A man interested in Indian research might be willing to come out for a short time, but he would not be likely to come to a college, because the college work would interfere with his research studies. It would be a great gain to Indians, if they could pass through the ranks of lecturer and junior professor and so close their careers as senior professors. This was not now open to them.

84,361. Under his scheme he did not assure to Indians any exact proportion of the chairs in the senior service. He left this to the discretion of the Local Governments.

84,362. (*Lord Ronaldshay.*) There was no leave reserve on the inspecting side, and the headmaster of a school might be called upon at any time to fill the post of Inspector. When that happened, an Indian headmaster in the Provincial Service was put into the vacant post to act as headmaster. Such a man was never permanently appointed a headmaster in the Imperial Service. As soon as a new man came out from England the Indian reverted again to his own school. Occasionally it happened that such a man had to act for a long time. For instance, the Karachi High School appointment had been vacant five years. It had been found that an Indian acting as headmaster filled the post fairly satisfactorily.

84,363. The deputy inspectors of the Bombay Presidency did not correspond with the assistant inspectors in other parts of India, because the Bombay Presidency was quite different from any other province in its system of administration for the primary schools. In other provinces the administration vested in the local boards. If the deputy inspectors of the presidency were called assistant inspectors, he supposed that they would be included in the cadre of the Provincial Service.

84,364. It was a fact that there were formerly two appointments on Rs. 700 and Rs. 600 respectively in the Provincial Service, which had been withdrawn. The post of Rs. 600 had been replaced by a new chair of chemistry at the college of engineering in Poona, which was filled from the Indian Educational Service, and part of the expense was met by suppressing the Rs. 600 appointment in the Provincial Service.

84,365. The present system of giving promotion was as follows. If a man teaching mathematics at Rs. 500 retired, a new man was taken up who was generally a young graduate, and who was expected to begin at the bottom of the list at Rs. 200. This gave a saving of Rs. 300. That was then distributed to the next senior men according to their merits. In this way a vacncy in the chairs of mathematics might lead to the grant of increases of salary to a professor of Sanskrit, a lecturer in physics, and so on. Witness would much prefer a time-scale system.

84,366. Before an Indian became a senior professor he should go through a course in Europe. The horizon of even the most brilliant Indian was very limited in India. A man might go through his academic course, and practically know nothing but his own native town and Bombay, and when he came to deal with fairly difficult subjects, especially European subjects, he was often placed in a very great difficulty on account of his extremely small experience. Such a man should have some greater knowledge of the world and of other systems of education than he could get in India. The science teacher should have seen good museums and laboratories in Europe, such as, up to now, were not available in Bombay.

84,367. The term "professor" was a misnomer. The work which the professors in the colleges performed corresponded to the work which was done by the college tutors at Oxford. That applied also to the senior professors. The main function of a professor in India was college work, much of which was quite elementary.

84,368. (*Sir Theodore Morison.*) When he said college work, he was referring particularly to teaching. The senior professors should also undertake the teaching of the intermediate and lower classes, and do the work which the resident house master did in England. A distinguished expert was not likely to be of much use for such work.

84,369. It would be difficult to recruit Englishmen for the posts of junior professors. It was exceedingly difficult to recruit for the Indian Educational

Service, even on the present terms. Men who had been brought out lately had been getting special terms, beginning at even Rs. 750.

84,370. As things were at present colleges could not be run nearly as well by a University as by the Government. Men preferred a Government to a University service. Again, the syndicate of a University would not be an ideal governing body. And finally the public would not like such a scheme.

84,371. Although he had said that no wise professor would voluntarily take up the work of a director of public instruction, it was the one prize of the profession, and in other provinces the fact that the post had not been given to the senior professor had caused a great deal of heart-burning. It would be possible to meet the difficulty by creating a prize appointment, comparable in emoluments and in dignity with the directorship of public instruction, for the professorial branch. This, for example, might be the principalship of the Elphinstone college. The principal there was always expected to take a very active part in the University work, in addition to managing his own college. Such a man might become, if not equal to the director, at least the principal adviser, and the mouthpiece of Government, with regard to collegiate education. There was room for such a person.

84,372. During the last few years the director had been in close touch with University and collegiate affairs. Witness was expected to be constantly present at the meetings of the University, and to take a very active part in the proceedings. His ordinary work, however, brought him into very little touch with the University. The facts of college life were brought before him, not as director, but as a member of the syndicate. There would be a certain advantage in having a man whose life was constantly engaged in collegiate work, specialising upon those facts, and it was in that direction that he looked for a prize appointment for the professorial branch.

84,373. (*Mr. Chaubal.*) Out of the 20 high schools there were four which were required to be under European headmasters. Of the remaining 16 he had selected three as being next in importance. He had selected Ahmedabad because it was the capital of Gujarát; Dhárwár, because it had a very big school of 500 boys, and was the educational centre of the southern division; and Násik, because that was another very big school, and one the circumstances of which were somewhat difficult. The one at Poona was the smallest.

84,374. It would not be correct to say that in places where private schools had been started the Government schools had always fallen in numbers. In Bombay city, the Elphinstone High School was perfectly full; 700 was its maximum. Some of the private schools ran to 1,000 or 1,500, but that was much too great a number for one headmaster to govern. The number in each class in the Government schools was limited to 35, but this was very often exceeded in private schools. The Karáchi High School had exercised a great influence in Sind, and the Elphinstone High School in Bombay.

84,375. The provincial branch of the collegiate service had a legitimate grievance. Their promotion was very much blocked. It was true that some of their higher posts had been withdrawn, but when a young man was appointed, it seemed to the witness a waste of money to pay him more than was absolutely necessary. If a suitable young graduate could be obtained on Rs. 200, he should not get more.

84,376. It would hardly be correct to say that ordinarily a man in the Provincial Service retired on a salary of Rs. 300. That was rather an under-estimate. A number of men would be retiring at the end of next month, two on Rs. 500, two on Rs. 400 and another on Rs. 300.

84,377. (*Mr. Sly.*) At present inspectors were recruited and brought out to India as headmasters. In the interests of the future inspectors, and of the schools, headmasters should remain at their posts for as least five years. In addition to that they should go through a training as assistant inspectors for two or three years.

84,378. The object of the suggestions with regards to the collegiate side was to get rid of the present invidious distinction between the two services. Roughly speaking, the senior professors correspond with the present Indian Educational Service, and the junior professors with the present Provincial Educational Service. Some distinction must remain, but under his scheme the invidious distinction between the two services was abolished. It also opened up a distinct ladder of promotion through the lecturerships to the junior and senior professorships. It did not of course get over all the difficulties but they were inherent in the situation.

84,379. The financial estimate at the end of the supplementary written statement was only an illustration, and he did not wish to commit himself in any way to the details of it. It was not intended to reduce the present staffs at all.

84,380. He was opposed to laying down any definite proportion of Europeans. To a certain extent that meant that for each appointment there might be a conflict between the Indian junior professor and the European candidate in England. The number of senior professorships for which he had allowed was 15, of whom only a part would be Europeans. There would be some who would be selected from the junior professors. It was also possible that some Indians would be selected for direct appointment in India.

84,381. At present there were twelve members of the Indian educational service in the three colleges. That was not an excessive number, if the interests of education were regarded. The presumption was that in course of time Europeans would become less necessary. His scheme contemplated 15 senior professorships, all of which were to be recruited for in England, partly from Europeans and partly from Indians. The recruits would start on an initial salary of Rs. 750, as against the present figure of Rs. 500. The justification for this was the present difficulty of recruiting men on the present rates of pay.

84,382. If Government colleges were abolished, or made over to the universities, there would be a distinct danger of their deterioration. There would also be a considerable change in the character of the University syndicate and of the other University bodies. The present substantial proportion of educationists in Government service would disappear, and the power would pass to the professors recruited by the University. This might alter the relations of Government with the University to a great extent. It might also have the effect that all colleges under the University would demand equal treatment from the University.

84,383. (*Mr. Fisher.*) He proposed a clear cut division between the inspecting and the collegiate branches of the service. At present the director of public instruction was the single head of the department who advised Government about everything. If a prize appointment was made on the collegiate side, presumably the officer who filled it would advise Government about college or University matters, either directly or through the Director of Public Instruction. He did not wish, however, to carry the bifurcation between the two branches to the point of excluding the director of public instruction altogether from collegiate affairs.

84,384. Assistant Inspectors should be appointed in order to relieve the present inspectors, who were very much overworked. At the same time they would become familiar with the office work of an inspector. At present inspectors had to do so much office work of all sorts that they could not devote as much time as they should do to the actual inspection of the secondary schools. The assistant inspector, who would have been a headmaster, would be very useful in that respect, and at the same time he would be expected to pick up all he could about the primary schools and other branches of an inspector's work.

84,385. He proposed to pay Indians and Englishmen the same salaries in the higher branches of the professorial service. The real test which divided the senior from the junior professor was not the teaching, but the fact that the senior professor had been to Europe for some part of his training. It was quite possible that under the scheme there might be a considerable number of junior professors or lecturers, who had been to Europe for part of their training, and yet had to wait for many years for a vacant post as professor; or they might never obtain such a post at all. But he saw no way by which that could be

avoided. A remedy would be to increase the number of appointments. The present number of colleges was very small, and two more were contemplated in the immediate future. With the increase of colleges there would be a better flow of promotion. He contemplated the direct recruitment of Indians to the senior chairs. A young Indian, who went to Oxford or Cambridge, and did very well, might come up for consideration as at present. The most valuable experience for an Indian was an ordinary undergraduate training, if it could be obtained early in life, but for the older men who were sent to England for a two years' course a research course would be much better.

84,386. (*Mr. Madge.*) He knew of no one in the department at present who had failed for the Indian Civil Service. He was in favour of increasing the cadre of the service, and, if that were done, it might be possible that men who had gone up for the Indian Civil Service, and not obtained a vacancy, might be willing to enter the educational service, and there was scope for the employment of such men.

84,387. The inspector of European schools confined his attention to those institutions. It was a new appointment, created in 1905, when European schools were separated off and formed into a distinct charge. The post was considered a junior one, leading to a divisional inspectorship, and was an appointment that involved a great deal of railway travelling. A man was very glad to change from it to a division. It was quite possible that a man might be better suited for the work than for a divisional inspectorship, and might be willing to stay in the appointment, provided he did not lose pecuniarily. It was quite desirable to secure continuity. The work of European education was important and extensive enough to justify a man being kept permanently as a European inspector. It might be feasible to have an all-India system of inspection for European schools, as the code was practically the same everywhere.

84,388. It was an advantage to a man to go to England, after he had spent five or six years in India, in order to acquaint himself with anything new there.

84,389. (*Mr. Abdur Rahim.*) The scheme he had proposed would not assure the appointment of Indians to the imperial service any more than at present, but it would facilitate it. It was practically understood that the imperial was a European service, and the provincial an Indian service, but there was no definite pronouncement on the subject. The scheme now put forward abolished names, which were supposed to be invidious, and in practice it would be found that the local Governments would be more ready to make recommendations under it in favour of Indians than they were at present.

84,390. Headmasters had many chances of coming into contact with their students, and they utilised their opportunities. Boys trained in schools under European headmasters had certain advantages over boys in other schools in the matter of training and general formation of character. The best man in the service at present, a first-rate schoolmaster who exercised the greatest possible influence over the boys, was already in the service of an aided school in India, and was recommended to the Secretary of State by the local Government. When appointments could be made in that way they were generally most satisfactory. In appointments made direct from England the committee of selection in England had to be trusted, and as a rule their nominations had turned out satisfactorily. Generally speaking the headmasters were popular with the students and respected, and so far as he was aware no friction had arisen between European teachers and students in the Bombay Presidency.

84,391. Scholarships were awarded to Muhammadan students, both by Government and from endowments. In each district there was a system of high and middle school scholarships. There were generally six middle and three high school ones. One-third of the scholarships were open to general competition, another third were reserved for Muhammadans and another third for backward classes. Where there were fewer scholarships the Muhammadans and backward classes were grouped together. The middle school scholarships were provided by local funds, and the high school ones by Government. There was also a large number of scholarships paid for from endowments, and there were miscellaneous scholarships for Muhammadans at the university. The scholarships were awarded on the results of examinations.

84,392. Persian was regularly taught in the high schools, but there was not much provision for Arabic. There were madrassahs where Arabic was taught, but they were entirely private. The Mullah schools in Sind were numerous, and efforts had been made to improve them and gradually bring them into line. The Mullahs, who conformed to certain simple regulations, were given grants. Recently Government sanctioned as an experiment a special Muhammadan inspector for such Mullah schools. In the Bombay Presidency not much had been done in the way at present, but in some parts, especially in Surat and Broach, there were a great many *maktabs*, and it was proposed to get them to improve themselves in the way the Mullah schools in Sind had improved.

84,393. There were two deputy inspectors for the Urdu schools, and two deputy inspectors in the districts happened to be Muhammadans. If the educational inspector desired advice on any particular Muhammadan question he would naturally refer to them. There was no inspector in special charge of Muhammadan education, for the purpose of co-ordinating the work and assisting the director. The suggestion had been made, but the difficulty in the Bombay Presidency was that the Urdu schools were local board or municipal schools, and if a separate Muhammadan inspecting agency were brought in, the primary schools would have to work under two masters and the local budget would be split into two parts. The proposal put forward was that the Muhammadan inspector should be an administrative officer with executive power, like the present divisional inspector. It was possible a Muhammadan might be of use as an adviser to the director, who now consulted various Muhammadan officers of experience and unofficial people.

84,394. (*Sir Valentine Chirol.*) The functions of the senior professors under the suggested scheme would be partly tutorial and partly professorial. They would take part in the discipline of the college, and associate as far as possible with the students in the general college life. It was proposed to recruit the men in exactly the same way as they were recruited at present. The average age at which men now joined the service was twenty-eight, and they were not too old to throw themselves into the life of the college. They might be young for the high pay they received, but that pay was necessary in order to obtain the men required.

84,395. It was a fact that, whilst the universities in India used the same nomenclature as those in England, their functions did not correspond. Admission to an Indian university did not imply that a student was fit to follow what would be a university course in England. The first half of the college course had to be devoted to what was really high school teaching. A real reorganisation would be to level up secondary education to such a standard that the student, when he left the high school, and was admitted to the university, would be able to pursue a true university course. The difficulty was to obtain a sufficient supply of competent teachers in the high schools, so as to raise the standard of their work. The great majority of assistant masters in the high schools did not even take a second class degree. Until the standard of the teaching in the high schools could be much improved it would be impossible to get rid of the first two years of the present college teaching.

84,396. He had made no recommendations with regard to high schools because they came almost entirely into the subordinate service, but he would be glad to see their staffs improved in such a way that it would be possible to employ more largely the provincial service type of man. It was an object the Government had very much in view, but they were hampered by lack of funds.

84,397. (*Sir Murray Hammick.*) There were only four officers in Bombay in the Indian educational service, who had more than fourteen years' service. There was a marked dearth of senior officers due partly to the withdrawal of two to be directors elsewhere.

84,398. In the last ten years the provincial educational service had become more and more discontented. That was due chiefly to the slowness of promotion, and the insufficiency of the emoluments. There might be a feeling about inferiority of status, but he had heard no complaint on that subject. He had always thought that starting the provincial service officers on Rs. 150 or Rs. 200, and letting them rise on a time-scale to Rs. 750 or Rs. 800, would remove all trouble and give quite a good class of man.

84,399. The grant to the Elphinstone College library was as far as he could remember Rs. 1,500, and to the Deccan College Rs. 750, and there were large non-recurring grants made from time to time. Rs. 3,000 had just been given to the Deccan College and Rs. 6,000 to the Elphinstone College to bring the libraries more up to the level of what was required by the new courses. If a Principal asked for a special grant for his library he did not remember its ever having been refused.

84,400. (*Mr. Lory.*) The position of the educational inspector in the warrant of precedence had been altered for the worse by the last notification issued by the Government of India. Formerly the senior educational inspectors ranked along with the principals of colleges, in number 73, but now they were degraded to number 78. He saw no reason for placing them below the principals of colleges, and there was a considerable amount of feeling on the subject.

84,401. It would be a good thing for an Indian appointed to the Indian Educational Service to go to England, and to be attached to a training college there, even if he did not go through a university course. If possible he should hold the degree of an English university, but that would depend largely on the age of the officer. On first coming out it would be better that he should be attached to a secondary training college, or as first assistant to a senior headmaster, and become a headmaster before becoming an assistant inspector, but he would not exclude his being appointed direct to an assistant inspectorship in any special case.

84,402. The unsatisfactory nature of the work done in the colleges was due, no doubt, not only to the inefficiency of the teaching in the high schools, but also to the low standard of the Matriculation Examination. The one reacted upon the other. The raising of the standard of Matriculation would exercise a certain amount of pressure on the schools.

84,403. (*Mr. Bhandarkar.*) The block in promotion in the collegiate service was due to the lack of a time-scale.

84,404. The distinction between the Imperial and the Provincial collegiate branches was due to the fact that there were several subjects, which could be best taught by people who had had an English education. It could not be said that the Fergusson College, which was staffed entirely by Indians, was on a par with the Elphinstone College, as the latter had stood first in four years out of the last five. On the results of the B.A. examination the Deccan and the Fergusson Colleges came somewhere about the middle of the scale. The general opinion about the graduates of the Fergusson College was that they were weak in English, and for that reason headmasters did not like to have them as assistants. He did not know that men from the Fergusson College had taken prizes for English at the University examinations, but if they had it would be for written work, and in the high schools a good pronunciation and good colloquial knowledge was required quite as much as a good knowledge of writing.

84,405. He thought at the time that it was a pity to withdraw a Rs. 600 appointment from the collegiate branch. He would have preferred to take away a Rs. 200 one. The same thing had been done in connection with headmasters. When an extra English headmaster was appointed temporarily at Belgaum, he recommended that the bottom post of Rs. 200 should be withdrawn, but Government preferred to withdraw a post of Rs. 400.

84,406. It was only in connection with the Commission's enquiry that he had heard that members of the Provincial Service felt keenly the distinction between the two services. Prior to the appointment of the Commission he had heard no complaint on the subject.

84,407. The principals of colleges reported confidentially on the gazetted officers subordinate to them, and the orders of Government were that, where improvement was possible, the relevant portions of the report should be communicated to the officer concerned. If an officer received no communication, he could infer, either that the report on him was quite favourable, or that the unfavourable parts were such as not to admit of any remedy.

84,408. He was quite willing to admit that Indians had done extremely well in mathematics. In the two Government colleges one post of professor of mathematics was filled by a European and the other by an Indian.

84,409. The only logical arrangement, when men were doing the same work, was to give them the same pay, plus an allowance to the man from a foreign country, but in the case of the Education Department the allowance would have to be so large that it would rather tend to swamp the pay.

84,410. (*Mr. Joshi.*) As far as he knew there was no intention at present to depart from the policy of having three European inspectors and one Indian inspector.

84,411. He had no objection to Indian ladies being eligible for the superintendentships of the female training colleges, but he did not know where they could be found at present. The field of selection for ladies' appointments was exceedingly small, and it was necessary to take the best that could be obtained. Ladies from England had to pass the ordinary higher standard examination in the vernacular of their province, and they always tried to make themselves familiar with the vernacular.

(The witness withdrew.)

A. L. COVERNTON, Esq., Deputy Director of Public Instruction, Bombay.

*Written Statement relating to the Education Department, being a Memorandum of certain Members of the Collegiate Branch of the Indian Educational Service, Bombay.**

84,412. *SCOPE OF THE MEMORANDUM.*—The following memorandum claims only to give expression to the views of a particular group of members of the Indian Educational Service in the Bombay Presidency and to deal with that service in particular and with the Provincial Service only so far as the Imperial Service is affected thereby. It is limited to the expression of the views of members of the ordinary collegiate branch of the service. It does not claim to represent any special points of view such as those of principals of Chiefs' Colleges or of the staff of the Law College, Sir Jamsetjee Jeejeebhoy School of Art, Bombay, or Grant Medical College, Bombay.

84,413. **(I.) Methods of recruitment.**—(*a*) *Of Europeans.*—The arrangement between the English Board of Education and the India Office, which has been followed since 1910, for selecting European officers to fill vacancies in the Indian Educational Service appears to provide a satisfactory method of obtaining as suitable officers as the conditions of the service are likely to attract. It is, however, worth while emphasising the great importance of including on the selection committee on all occasions a member, whether of the Indian Educational or Civil Service, on leave or retired, to supply the Committee with first-hand information as to local

* This memorandum was signed by Messrs. A. L. Covernton (Principal, Elphinstone College, Bombay), R. Marrs (Professor of Philosophy, Elphinstone College), G. Anderson (Professor of English and History, Elphinstone College), C. J. Sisson (Professor of English, Elphinstone College), A. C. L. Wilkinson (Professor of Mathematics, Deccan College, Poona), H. G. D. Turnbull (Professor of English, Deccan College), H. G. Rawlinson (Professor of English, Deccan College), H. N. Allen (Principal, College of Engineering, Poona), C. J. J. Fox (Professor of Chemistry, College of Engineering, Poona), and C. R. Griffith (Acting Headmaster, Poona High School).

conditions. A more frequent use might, perhaps, be made of advertisement in educational or literary newspapers (*e.g., The Athenæum, Nature, The Journal of Education*). If the selection committee be properly constituted, there should be no difficulty in eliminating the unsuitable candidates that advertisement might bring forward, while any attractions that the service may have would become more widely known. Thirdly, the Secretary of State's order that recruits for the service are not to be sent out to India in the hot weather or monsoon should be rescinded. During those seasons colleges and schools throughout India are at work; officers frequently go on leave at the beginning of the hot weather; and the need of recruits, temporary or permanent, is even greater then than in the cold season. The work of an educational officer is not such as to expose him to greater risk at those seasons than at others. Vacancies often occur suddenly and great inconvenience is experienced if recruits cannot be obtained till six months after they are required.

(*b*) *Of Indians.*—So far no Indians have been recruited for the Indian Educational Service in the Bombay Presidency. To the question whether Indians should be admitted to the Indian Educational Service the signatories of this memorandum reply in the affirmative (see below VII-B). Their appointment presumably will lie with the Secretary of State for India. But it is our opinion that no Indian should be so appointed who has not, in the case of a college professor, studied at a university or recognised institution in Europe for at least two years, the subject which he will be required to teach; or, in the case of a headmaster, who has not obtained a European University degree and been through a course of training in school-teaching in Europe and obtained a diploma as a qualified trained teacher. Two kinds of cases suggest themselves. (*a*) An Indian, after taking his M.A. or equivalent degree in India, might undertake a University course in Europe. On completing this he might apply in the ordinary way for appointment to the Indian Educational Service and his application would be considered on its merits and in relation to a particular vacancy, exactly as in the case of a European candidate. But the right should be reserved to the Local Government to specify as one of the necessary qualifications for a vacancy that the selected person be a European. On appointment by the Secretary of State, the Indian, like the European candidate, should be sent out under an agreement for a short term of years, renewable on the conditions now obtaining. (*b*) The second case is that of an Indian who, after obtaining an M.A. or equivalent degree in India, is appointed to a lectureship at an Indian college, in the Provincial or at least not in the Indian Educational Service. After about two years' service, satisfactory in point of teaching and maintenance of discipline, such a lecturer, in order to qualify for a post in the Indian Educational Service, might be placed on deputation or study leave for a two years' visit to Europe. During such leave he should be required to study a definite subject at a particular university or institution and should not be allowed to study other subjects so as to appear for the Indian Civil Service Examination. He should furnish regular progress reports. He should receive during this period a leave allowance sufficient to meet ordinary expenditure. Before leaving England he should be interviewed by the selection committee of the India Office, and on return to India would be appointed by the Secretary of State on the recommendation of the Local Government to the Indian Educational Service when a vacancy occurred. The Indian who was appointed in either of these ways would be ready for appointment at about the same age as a European, or even earlier; for he would take his M.A. at about 22, study three years in Europe, and be a candidate for appointment at 25: or he would graduate M.A. at 22, serve two years as lecturer in India, go to Europe at 24, and return qualified at 26. The average age of Europeans on entering the Indian Educational Service in the Bombay Presidency is 28·5. Similar methods of recruitment have been followed in Japan and, also by the Deccan Educational Society at Poona, with apparently good results. It should, however, be a further condition of the appointment of Indians to the Indian Educational Service that they return to Europe at intervals of about five years to renew their acquaintance with European life and thought and to keep their knowledge of their subject abreast of the times. Study leave should be granted for this purpose.

84,414. **(II.) Systems of training and probation.**—Previous experience in teaching should be regarded as an important qualification in both European and Indian teachers whether in college or schools. European *headmasters* should have had training in Europe before being sent out. If a headmaster has had previous experience and training he should be able to take up his work immediately on arrival in India. But if a knowledge of a vernacular is regarded as essential for a headmaster (in our opinion it is essential, both for his work and because he may be promoted to an Inspectorship), then a headmaster should on arrival be attached to an Inspector's office for six months to learn the vernacular and administrative routine. He might be expected to pass the Lower Standard within these six months, but a period of two years should be allowed him for passing the Higher Standard Examination. Rewards on the same scale as those given to the Indian Civil Service should be given to a headmaster or any other officer of the Indian Educational Service who passes the Higher Standard in a second vernacular, whether voluntarily or as the result of a transfer to another district. The ground of this claim is that educational officers have few facilities for conversation in the vernacular and incur considerable expense in studying it. The case of the collegiate branch is different. A professor of science, so far as his work is concerned, has absolutely no need of a vernacular, except such knowledge as will enable him to give instructions to servants. The scientist is introducing the Indian to a body of knowledge and a way of thinking that is purely Western. The same is true on the whole of a professor of Mathematics. An Arts professor might derive some profit from a knowledge of a vernacular, both for the purpose of understanding the mind of his pupils and for the purpose of a comparative study of literature. But usually he is at some disadvantage in such study because he lives in a large town; the only vernacular speaking Indians with whom he is brought into direct or close contact are his own students who themselves speak a variety of vernaculars; and he is required by the conditions of his work to converse with them entirely in English. Moreover, the first two years of his service are just the period in which he is most engaged in working at his own subject and has least time for additional work. For these reasons insistence on the study of a vernacular in the first two years has always been irksome to professors, and has seldom led to any good result. The study of a vernacular should be made optional for European professors and rewards on the same scale as those given to the Indian Civil Service should be given to them for passing in the Higher Standard. Further, they should not be limited to the chief vernacular of their district but the Higher Standard of certain Classical Languages of the East such as Sanskrit, Pali, Avesta Pehlavi, or Arabic should be alternative subjects. If a vernacular is to be compulsory for professors, then on arrival they should be allowed six months free of lectures for the study of the language, literature and customs of their district and be required to pass the lower standard in these six months, and the higher standard by the end of their two years' probation.

A further question is whether officers should be transferred from the collegiate to the inspecting branch and *vice versâ*. Such transfers (*a*) increase a professor's knowledge of the conditions of school education, the foundation on which he has to build: (*b*) acquaint him with administrative methods and office routine: (*c*) give him a wide knowledge of the work of the Department and thus supply a greater number of officers within the Department fit for promotion to be Director of Public Instruction; so that there is no danger of the collegiate branch being cut off from the highest post in the service by lack of administrative experience: (*d*) render it easier to fill vacancies and to distribute promotion or increase of salary with justice. On the other hand such transfers involve a complete interruption of an officer's line of thought and work: it might well be that the type of mind suitable for a professor is unsuited for administrative work: and the advantage in respect of pay and promotion can be secured by adjustment of

allowances. Moreover with the growth of specialization of studies and the gradual raising of the level of education in the Universities, transfers are becoming less desirable or possible. On the whole we are inclined to think that while the two branches should not be completely severed, transfers should as a rule be restricted to Indian Educational Service headmasters of schools. But in that case it should be made clear that a professor or principal is not debarred from promotion to the Directorship: or if so that his prospects or position in his own branch when he becomes senior principal are sufficiently attractive to compensate for such restriction of his legitimate ambitions.

84,415. **(III.) Conditions of service.**—To gain a full retiring pension or superannuation pension, officers who join the service at or under the age of 25 are required to serve for 30 years or till the age of 55: Officers who joined after July 23, 1896, at an age exceeding 25, and a minimum of 25 years (Civil Service Regulations, Art. 403). **This period is too long.** Officers should have the right to retire after 20 years' service (of which two may be taken on furlough) on a proportionately reduced pension and the full pension should be obtainable after 25 years' service including three years' furlough, or at the age of 55. The special concession under Article 403 might then be abolished. The ground of the demand is the high rate of age (25—30 years) at which the majority of members of the Indian Educational Service have come out to India and the necessity of making the service more attractive to Europeans. So long as the service is felt to mean banishment from Europe for a lifetime, the scholar and research-worker will not be willing to enter it.

84,416. **(IV.) Conditions of salary.**—In September, 1909, the Government of India circulated for opinion a scheme for improving the pay and prospects of the Indian Educational Service. It was then stated that it was intended to effect the improvements without the long delay of years which had blocked an earlier scheme. But the scheme of 1909 has never come to anything and appears to have been shelved pending the result of the present Commission's enquiries. The hope of speedy improvement which was gratuitously held out to the Service has thus been postponed for four years and it now appears that a period of another two or more years must elapse before any change can actually be brought into force. The Service as a whole and the senior members in particular have been greatly disappointed at this frustration of their hopes, for the seniors are likely to gain little benefit from any improvement that may be made.

The scheme of 1909 was open to criticism, especially for its reduction of the initial pay but it recognised the main contention of the Service that the present maximum salary is wholly inadequate for all branches. The initial pay of Indian Educational officers is at present Rs. 500 per mensem—which is somewhat higher than that of other services. The starting point should certainly not be less than Rs. 500 because an educational officer is older than other officers when he arrives in India; is expected to be a first-class man who has not failed in other walks of life; and lastly is posted to a large town where expenses and especially house-rent are greater. Rs. 500 is the initial salary recommended by the Dacca University Committee for Indian Educational officers.

The present maximum is Rs. 1,000 per mensem reached at the end of ten years. After that, increase is only contingent and consists of an added Rs. 100 per mensem at the end of the fifteenth year and a chance of one of the two available allowances of Rs. 200—10—250 and Rs. 250—50—500. The oddity of the increase of ten rupees per annum in the junior allowance should be noticed. As a married man can hardly live in Bombay on less than Rs. 1,000 per mensem this salary is obviously inadequate for a man who has to spend the best part of his life in India and maintain a family there or at home. The claim for an increase of the maximum is further supported by a comparison with the salaries attaching to professorial posts in other parts of the Empire. At Sydney the Professor of History gets £1,200 a year and in the Transvaal University College, professors begin on £800 a year. In the University of Western Australia there was much difficulty in finding suitable candidates for professorships at £800 with a house allowance of £100.

The scale of pay which we suggest for the Indian Educational Service is as follows:—

All officers, Rs. 500—50—1,500 per mensem. Twenty per cent. of the cadre, Rs. 1,500—100—2,000 per mensem.

The Director of Public Instruction, Rs. 2,500—100—3,000 per mensem.

Acting allowances to be payable to officers acting on the higher scale.

It may be necessary in the case of some posts, such for instance as some at the Royal College of Science, Bombay, to start an officer at a higher initial rate of pay and offer him a prospect of rising above Rs. 2,000. The report of the Dacca University Commission says:—"It is highly desirable, especially at the outset, that a limited number of professors of eminence should be appointed on special terms. Their qualifications and attainments should be of the very highest; and it is so necessary to get men of the greatest distinction that it would, in our opinion, be justifiable to offer large salaries necessary to secure their services. A sum of even two thousand a month would not in our opinion be excessive, and we recognise that even for this amount men of the kind contemplated may not be easily procurable."

This scale of pay represents that which we think adequate to the work and the status of the Indian Educational Service. It does not take into account the continuous increase of house-rent and growing cost of living in the towns in which Government Colleges are situated, Poona, Bombay and Ahmedabad. We think, therefore, that wherever free quarters are not provided, a house-rent allowance should be given, regardless whether an officer is married or not. As it is easier to build bungalows in Ahmedabad and Poona than in Bombay, the house-rent allowance would compensate for the greater cost of living in Bombay.

84,417. **(V.) Conditions of leave.**—The leave regulations are satisfactory except in regard to two points: (*a*) The rule which forbids furlough to be taken till after the first eight years' service should be altered to allow of furlough after the first five years' service and thereafter every three years. (*b*) Professors of Science should be entitled to two years' study leave for research work and applications of professors of Art Colleges for the same purpose might be considered. Government cannot expect to attract men who have made their names in science, but they should hope to obtain men who are commencing or who have done a little research work. Much of the development of science and mathematics in America is due to the facilities given to students, lecturers, and even professors for study in Germany.

84,418. **(VI.) Conditions of pension.**—We think that (*a*) a man who retires after 20 years' service, as is proposed above (III), should receive a pension of £350 a year. This pension is the same as is given under Article 474 of the Civil Service Regulations to an officer who retires under medical certificate after 20 years' service. (*b*) After 25 years, or on retirement at the age of 55, an officer should receive a pension of £500 per annum. This pension represents the maximum pension already laid down in the Civil Service Regulations but reckons the rupee at two shillings. (*c*) Officers who have been on the higher scale of pay (Rs. 1,500—2,000) for three years and upwards should receive an additional pension of £100 per annum and the Director of Public Instruction should receive a further addition.

84,419. **(VII.a) Such limitations as may exist in the employment of Indians in the Indian Educational Service.**—In dealing with the question of recruitment it has already been stated that Indians should be admitted to the Indian Educational Service. Such admission, however, demands some limitations.

(*a*) Headmasters of certain Government High Schools and principals of *all* Government Colleges should be Europeans. We presume that it is Government's intention in maintaining such schools and colleges to provide models of what Government wishes a school and college to be, models of European secondary and university institutions adapted to India. If so, it is obvious that the institutions must

be directed by European representatives of Western culture and traditions.

(*b*) Certain subjects are likely to be better taught by Europeans than Indians. Among such are English, French and Latin. The teachers of these subjects should be Europeans.

(*c*) The Local Government should always have the right to reserve a particular vacancy for a European.

(*d*) The Local Government should always maintain a strong element of Europeans on the staff of its colleges if it is to preserve European ideals of discipline and culture.

84,420. **(VII.b) The working of the existing division of services into Imperial and Provincial.**—The maintenance of the distinction between the Imperial and Provincial Services appears necessary not only on grounds of expense but because the present condition of education in India appears to demand it more than ever. In the past the Indian University provided an education of the greatest utility and greatly needed, a general education based on English traditions and furnishing a supply of gentlemen of good culture and of English-speaking clerks and Government servants. The Government colleges contributed very largely to this. But this stage of University work is now completed, and a large part of the work which Universities used to perform can now be done by the schools. In so far as it is necessary for Government University colleges to continue this work, they might do it on a higher level, with an even wider basis of English traditions and spirit, with a greater number of teachers and with a sprinkling of teachers of a more specialized kind relieved of elementary teaching and general class work. But the Indian University has now a second additional function, to establish scientific research in all its branches and to aid in the world's discoveries. Japan's aim from the first was to participate in all scientific progress. India now requires the stimulus of the Western mind to set before its students something other than service under Government, though this will always remain the aim of many, perhaps the majority. The words of F. Denison Maurice apply:—"All experience is against the notion that the means to produce a supply of good ordinary men is to attempt nothing further. I know that nine-tenths of those the University sends out must be hewers of wood and drawers of water, but if I train ten-tenths to be so, then the wood will be badly cut and the water will be spilled." Since the Indian University has these differing functions, it is necessary that the Government Educational Service should include differing types and grades of teachers, and these will naturally fall into two classes to be grouped into two services distinct but mutually dependent and related in the way that has been suggested in Section I. The Indian Educational Service will be representative of European culture, methods, spirit, and traditions and will include Europeans and Indians trained in Europe of comprehensive administrative capacity and initiative, or of distinguished intellectual ability and acquirements, who by research or stimulus may lead to the advance of knowledge. The Provincial Service will represent the product of a purely Indian culture and education and include men who have the knowledge, ability and training requisite for the cultivation of the intellect and the communication of knowledge, or are capable of carrying out schemes of educational organisation. Promotion from the Provincial to the Indian Educational Service should be possible in the way indicated above. The Provincial Service would thus not only include commissioned and warrant officers of the educational army, but would supply a training and opportunities of distinction for brilliant and keen young scholars fitted to rise to appointments "on the staff." It is necessary to attract such scholars to the service by providing them from the beginning with a career which offers not merely prospects of distinction but also a life of honourable and adequately paid service. The Provincial Service, therefore, should be retained and reorganised so that it may provide an opening to the Indian Educational Service for the brilliant and a satisfactory career for the capable and energetic officer. The reorganisation might be on the lines of the scheme of 1909, providing a maximum pay of Rs. 750 per mensem, or even of Rs. 1,000, and a minimum of Rs. 300.

As regards the proportion of Indian Educational and provincial appointments in one college, in view of what has been said above of the functions of an Indian University, it appears inevitable that the number of the former must be considerable. The Dacca University Committee suggests (page 54) one-sixth, besides the Principal. But at Dacca the colleges are near and closely related to each other. In this Presidency the three Government colleges are widely separated and the Ahmedabad College in particular has only its own staff to rely upon. We therefore suggest that one-quarter of the staff should belong to the Indian Educational Service. It would also be necessary to restrict to that service the principalship and certain professorial posts for which a training in Europe is necessary, *e.g.*, Sanskrit.

Many colleges will also certainly need lecturers and assistants to do elementary work or to deliver a small number of lectures weekly, work which will not occupy the whole of the lecturer's time, nor demand very high remuneration. For this work teachers might be appointed for a term of years on a fixed salary, it being understood that at the end of the period if the teacher did not wish to continue on the same terms he would resign. Such appointments would furnish temporary work for young men who had not yet decided to make education their career in life. The Dacca Report (page 55) emphasises this point.

84,421. **(VIII.) The relation of the Indian Educational with the Indian Civil Service.**—The collegiate branch of the Indian Educational Service is in very slight contact with the Civil Service; and the relation is almost entirely social. Educational officers feel that Government does not attach much value to their opinion, for they are seldom consulted either as regards recommending suitable candidates for Government service or on matters directly affecting Education. To illustrate this, when in 1908 the syllabus of the Bombay University was thought unsatisfactory, officers of the Indian Educational Service who were members of the Senate were expected by Government to give unquestioning support to a scheme of studies in the framing of which they had had no part and on the merits of which they had had no previous opportunity of expressing an opinion.

Everywhere there is meted out to the Service a differential treatment that points to a relative inferiority. When in 1906 an Indian civilian was appointed Director of Public Instruction in Bengal, it was thought necessary to give him not only the maximum pay of the appointment but a substantial personal allowance in addition.

A further example of the inferiority ascribed to the service is furnished by comparison of the rewards given for the encouragement of the study of Oriental languages to officers of the Civil and Educational Services. The civilian receives a reward of Rs. 800 for passing the higher standard in Arabic, Sanskrit and Persian: the educationist no reward. The civilian receives Rs. 1,500 and Rs. 3,000 for passing respectively the Higher Proficiency and Degree of Honour Examinations in the vernacular of this Presidency: the educational officer Rs. 1,000 and Rs. 2,000 respectively.

Perhaps the clearest expression of the low status which the Educational Service seems to have in the eyes of Government is to be found in the Warrant of Precedence in India wherein it will be found that no officer of the Educational Service has a place till he has passed beyond his maximum pay by favour of some special allowance. And the number of educational officers who can rise above the lowest rank in the warrant, viz., No. 78, is just three, the Director of Public Instruction, the Senior Principal, and the Senior Inspector.

Educational officers recognise that the official estimate of their services must depend primarily on their individual capacity, energy, and industry. But they maintain that the existing differentiation of their department from others in the matter of length of service and rates of pay and pension prejudices their position from the outset and increases the natural disadvantages and difficulties from which they suffer

in adapting to this country the educational ideals of Europe. For their work they require the full sympathy and encouragement of other officials and the removal of any possible grounds for the suggestion that their contribution to the well-being of India is not as important or as whole-hearted as that of any other public service. The suggestions of the earlier part of this memorandum have been made with a view to creating such conditions of pay and service as will attract men of the requisite capacity, European and Indian, and provide adequate prospects and remuneration for good work. It is a corollary of this that the appointment to the highest post in the Department, the Directorship, should be included in these prospects, and that therefore the principles of the resolution of the Government of India, dated September 4th, 1886, should be strictly adhered to, namely, that that post should be restricted in practice to members of the Indian Educational Service. And the revision of the position of Educational officers in the Warrant of Precedence would be regarded as evidence that the Educational Service has a definite rank and value in the eyes of Government. The alterations suggested are that Educational officers drawing Rs. 800 but less than Rs. 1,200 per mensem be placed in No. 78 of the Warrant: that those drawing Rs. 1,200 but less than Rs. 1,600 be placed in No. 73; and those drawing Rs. 1,600 or more in No. 69. This proposal, which does not refer to the Director of Public Instruction, would merely bring the Service into line with the other uncovenanted services.

Mr. A. L. Covernton called and examined.

84,422. (*Chairman.*) The witness held the post of Deputy Director of Public Instruction in the Bombay Presidency and had been in the service for fifteen and a half years. He began as Professor of English History and Literature at the Elphinstone College, and after five years was appointed Inspector of European Schools for two years. He then acted as Principal of the Elphinstone College, and afterwards was transferred to his present post. In England he took a first-class in Lit. Hum. at Oxford. He represented the Indian Educational Service of the Bombay Presidency.

84,423. He was an advocate of two services, a superior service to represent European, and an inferior service to represent Indian culture. By this he meant that the superior service should be composed of officers who had had an English training, irrespective of their race. Indians should enter into the superior service, both by direct recruitment after an English training, and by promotion from the inferior service after an English course. In both cases appointments would be made by the Secretary of State, but in the latter on the recommendation of the local Government. He would not have a proportion of the superior service fixed for Indians. He would reserve the power to local Governments to fill any particular vacancy by a European. In the superior service should go all the posts now in the Provincial Service, which were of equal standing with those in the Indian Educational Service. All posts, which implied the independent charge of a subject, should be regarded as of equal status, and whether they were in the Provincial Service or not they would under his scheme be placed in the superior service.

84,424. There were assistant lecturers in English in the colleges who gave elementary teaching to the first year's class. There was also an assistant professor of Persian who did work of the same kind, and also an assistant professor in Sanskrit. In Mathematics there were two assistant lecturers. The assistants in English did not teach the honours or M.A. classes. In Mathematics the first assistant did some work with the B.A. classes, whilst the second assistant did the elementary work. The senior professors for the most part confined their attention to the senior classes, but not exclusively. The term professor had not been clearly differentiated from the post of lecturer, but generally speaking, it was applied to those who were in independent charge. There was often some confusion in the mind of the public or students as to whether the holder of a post was really a professor or only a lecturer.

84,425. There were scientific demonstrators whose work was entirely restricted to assisting students in the laboratory or in correcting exercises. Assistant lecturers at the Elphinstone College were not, as a rule, regarded as members of the common room, and did not take part in deliberations, and probably took a smaller part in college life than assistant professors.

84,426. The changes of professors from chair to chair were very infrequent. He himself was appointed to the post of Professor of English Literature and History but had never taught any history. When he first arrived, it was suggested he should take up the post of Professor of Philosophy, but on his pointing out that his interests did not lie in that direction the matter was not pressed. He did not think there was ground for complaint that the changes had been too frequent or that they had been improper.

84,427. He attached importance to maintaining the principle of interchangeability as between the collegiate and the inspecting branch, but interchanges should only be allowed for very special reasons. A headmaster should be allowed to express a preference for the branch he cared for, and having taken up that branch he should remain in it except for very special reasons.

84,428. If no local candidate from the Educational Service was available in the province for the directorship of Public Instruction, he would prefer to have an officer of the Educational Service from another province, rather than one from without the service from the Bombay Province. He was sure that would be the view of the service as a whole.

84,429. At the Government College in Bombay one professor received a house allowance and the second professor a house allowance on condition that he lived within the Fort of Bombay, and took an active part in the games and social activities of the college. At the Deccan College there were two bungalows provided rent-free for the professors, and the principal had free quarters, as did also the principal of the Elphinstone College. At the Gujarât College the principal had free quarters. The present rule, which restricted the house allowance to married men, should be abolished, and single men should also be eligible for drawing an allowance.

84,430. (*Sir Murray Hammick.*) Twenty per cent. of the cadre should receive from Rs. 1,500 to Rs. 2,000 Promotion to this grade should be entirely by selection tempered by seniority, merit being the main consideration.

84,431. The condition of education in India seemed more than ever to demand specialisation in the teachers, and there was a growing need that teachers should have had an actual course in Europe. He did not think there was a demand for a greater number of European headmasters than one in each division. The teaching of English was deficient in the high schools, but he was not prepared to say that no one but an Englishman was capable of teaching English properly.

84,432. (*Sir Valentine Chirol.*) He attached great importance to relieving the college professor of a certain amount of the more elementary type of teaching by the appointment of lecturers and assistants. At present the junior classes in the colleges contained a large number of students and a large class of students at an elementary stage of their university career required a great deal of personal tuition and attention. Unless the chief professor had assistants, who would do that kind of work, it would be impossible to get it done. The starting salary of assistants should be about Rs. 150 a month and the appointments should be held by young men for short terms of years. No doubt the raising of the standard of education in the high schools would relieve this difficulty, but there would always remain a need for assistant lecturers to do some of the more routine work of the college. In India it was desirable to give students a large amount of written work, because they had not the advantages that the students had in an

English University. The break between the system of teaching in the high school and the system in the college should not be too abrupt. He was not sure the numbers in the colleges would decrease if high school education were carried up to the first year level of the university. The rapid growth of Collegiate education would soon bring back the difficulty. The problem of numbers was soluble by increase of colleges and of staff in the colleges.

84,433. (*Mr. Abdur Rahim.*) In such subjects as Chemistry and Botany the apparatus, the equipment of the room, and the methods of study had been evolved and elaborated entirely in Europe. It was, therefore, an absolute necessity for students of those subjects to go through some kind of course in Europe. He did not say that an Indian was not capable of mastering the subjects, but he would do so much more thoroughly and quickly, if he studied them in Europe. Mathematics, for instance, were much wider and deeper in Europe than in India. There had been no doubt distinguished mathematicians who had not been to Europe, but they were exceptions, and he should still make it essential that a mathematician should have a course in Europe.

84,434. Appointments to the Indian Education Service were now made by the Secretary of State. The local Governments had power to recommend candidates, and to restrict their recommendations either to Europeans or Indians as they thought fit. He would leave the local Governments power to say that for a certain post a European must be appointed.

84,435. The number of Indian students who did not ultimately find admission to colleges in any given year was very few. The Elphinstone College had a fixed number for each class, and endeavoured to keep to that number, and Government colleges generally followed that principal. He knew of no complaint on the part of Muhammadan students that they could not obtain admission. Recently he had been told that some Muhammadan students had difficulty in finding rooms in a hostel of the Deccan College, and he recommended the gentlemen who complained to see the Principal, and the Principal was able to make the necessary arrangements.

84,436. (*Mr. Madge.*) A man who was interested in the education of Europeans would no doubt be willing to devote the whole of his career to the Inspection of European schools, but of course he would have to receive a proper pecuniary reward. A European inspecting department for the whole of India would be feasible on paper, but whether many men would be found willing to undertake a charge which extended over the whole of India was another matter. The language difficulty would arise to some extent.

84,437. Officers in Government service should have liberty in the meetings of the university to express their own opinions, and to take up any attitude they thought fit towards proposals for the reform of university studies. All important proposals for alterations in any curriculum should be made available for consideration by all members of the university. Proposals for alteration of university courses should be considered on their merits.

84,438. (*Mr. Fisher.*) As the curriculum was arranged at present English literature did not hold too large a place in Indian universities. The proportion of Indian students who displayed a real taste for literature was not very large. The chairs of English literature in the Government colleges should not, however, be discontinued, as English was a compulsory subject throughout the whole course, and definite teaching in English was absolutely necessary. For the teaching of English literature it was not necessary to have had a classical education, but it was a great advantage, because the whole of English literature was saturated with the classics, and it would be impossible to expound an author like Milton, without knowing a good deal about Greek and Latin. In the Elphinstone College there were two teachers of English literature. One was a graduate in the classics, and the other had specialised in purely English literature.

84,439. The suggestion that Indian scholars had now advanced to such a point that only Europeans of the highest scientific eminence should be brought into India was based on the theory that college life consisted only of lecturing, but there was a great deal more in the work of a college than that. For discipline, method, organization and so on a practical man, who had been through a course of training in Europe, was necessary.

84,440. Englishmen, who now came out, had a feeling that the work they had to do was rather more elementary than they expected, and that, in literature at any rate, it was very difficult to get any response from the student. If means could be found for restricting the teaching to the higher classes, it would increase the attractions of the service, but it was not desirable that a professor should have his work limited entirely to the higher classes. It would be a practical policy to increase the honours work of an officer of the Indian Educational Service, and to relieve him to some extent of the elementary work, and in a way that had been done in the Elphinstone College during the present year.

84,441. (*Mr. Sly.*) All the members of the collegiate branch, attached to the Government colleges in Bombay and Poona, should be given house allowances, whether the nature of their duties necessitated their residing at the college or not. Government should either provide free houses near the college, or house allowances.

84,442. It would be a little difficult in the case of some subjects to define the distinction between the duties of the Indian Educational, the Provincial Educational, and the subordinate educational officers in the Elphinstone College. It was the case that officers in the Indian Educational Service did not have a proper share in framing either the educational policy of the province, or the university curriculum.

84,443. (*Mr. Chaubal.*) The object of having three or four schools in the presidency under European headmasters was to show in each division the value of western methods. The general impression of the staff of the Elphinstone College was that students from a school, which was conducted by a European headmaster, were as a rule the best. Even if it were the fact that during the last fifteen years there had been hardly any high school, which had been throughout under a European headmaster, the European influence did not die away. The English tradition remained.

84,444. He was not able to say whether a testimonial from the head of a Government high school carried more weight with the authorities than one from the head of a private institution.

84,445. So far as the witness knew, the present Indian Inspector of Schools was a man of considerable length of service before he was made Inspector. If a comparison was instituted, his work would have to be compared with that of men who were his juniors in age.

84,446. (*Lord Ronaldshay.*) The Indian Educational Officer had opportunities of supplementing his salary by examination fees. The remuneration obtained from such fees varied very considerably, according to the number of candidates for the examination. It might vary from Rs. 100 to Rs. 1,000 in the year. He thought that that fact was generally known to candidates before they joined the service, and was taken into consideration by them.

84,447. (*Mr. Lory.*) It was the Matriculation Examination which settled the standard of the men who were admitted to the colleges. There had been many complaints that this test, as conducted at present, was not sufficiently strict. If the standard was raised the standard of education of the men who came into the colleges would undoubtedly be improved.

84,448. (*Mr. Bhandarkar.*) Lecturers were required to deliver lectures, to give tuition, to set exercises, to associate with the students to give advice as to their course of reading, and so on. There were some teachers in Government colleges who had the title of lecturer, and who were yet in independent charge of their subjects, and carried out their duties up to the M.A. standard. The distinction between the title of professor and of lecturer was not a very clear one. It was the practice to call those men lecturers, who received less than Rs. 350, and those

who received over that sum professors, but he was not sure whether there was any rule to this effect.

84,449. There were distinguished mathematicians in India, who had neither studied mathematics under a European, nor had been to Europe, but whether they were better or worse mathematicians than those who had studied under a European, or had been to Europe, he was not competent to say.

(The witness withdrew.)

D. D. KAPADIA, ESQ., Professor of Mathematics, Deccan College, Poona.

Written Statement relating to the Education Department, being the corporate views of the members of the Collegiate Branch of the Bombay Provincial Educational Service.

84,450. The Bombay Provincial Educational Service was constituted in the year 1896. Before that all the appointments on the staffs of Colleges and the Educational Inspectorships with the appointment of the Director of Public Instruction were treated as superior graded appointments to which Indians were sometimes appointed at the discretion of the Government, but not by any fixed principle or rule. In Colleges there were a few Assistant Professorships which were filled by Indians, but these were outside the graded appointments. Headmasterships of High Schools and Deputy Educational Inspectorships were gazetted appointments filled generally by Indians. These were also outside the pale of graded appointments.

It was in the year 1896 that the Educational Service in India was reorganised by the Secretary of State for India as a consequence of the recommendations of the Public Service Commission of 1886. It came at that time to be divided into three separate sections: (1) Indian Educational Service, (2) Provincial Educational Service, and (3) Subordinate Educational Service. The appointments in the first branch were exclusively to be held by Europeans selected or nominated by the Secretary of State for India. The appointments in the second and third branches of the Educational Service were to be held by Indian gentlemen or gentlemen domiciled in India. Under the first head or branch, as far as the Bombay Presidency is concerned, came (1) the appointment of the Director of Public Instruction, (2) Principalships and some of the Professorships in the Colleges, (3) most of the Educational Inspectorships, and (4) a few Headmasterships, of High Schools. In the second branch were included some Professorships and Lectureships at the Colleges, a few Headmasterships of High Schools, one Educational Inspectorship, and all Principalships of the Vernacular Training Colleges. The last branch, *i.e.*, the Subordinate Educational Service, comprised the remaining appointments in the Educational Service. In Bombay the Provincial Service itself came to be divided first into two branches, Class A and Class B. Class A included all the College appointments and the Educational Inspectorships; and Class B some Headmasterships, Principalships and Vice-Principalships of the Vernacular Training Colleges and the post of the Head Assistant to the Director of Public Instruction. In 1902, the names of the Classes were changed into (1) the Collegiate Branch and (2) the General Branch with the transference of the Educational Inspectorship to the General Branch. It is with respect to the former, *i.e.*, the Collegiate Branch of the Bombay Provincial Educational Service, that it is proposed to submit the present representation.

It may be observed at once that this branch of Educational Service in its present condition is not sufficiently attractive. Even when it was started it was unsatisfactory.

In the first place, it may be noted that the very idea of two separate services, Provincial and Imperial, in connection with the same sort of duties, tended to lower the general status and dignity of the former in the eyes of everyone and to weaken the sense of comradeship between colleagues working at the same institution.

Secondly, in the Service itself promotions depended only on vacancies occurring by death or retirement, so that even some of the best men had to retire on comparatively low salaries, owing to a block on the list.

Thirdly, there was the invidious distinction between professors and lecturers, simply dependent on salary and not on merit.

The Service has been rendered still worse by the manner in which it has been handled, especially during the last 11 years. The low start that was given to men who first entered this service and the poor prospects held out were much more satisfactory than the state in which we find the Service at the present moment. When the service was started, the salaries of the officers were considered personal but we have now arrived at a stage when the salaries are quasi-attached to the posts or appointments. During these 11 years, some appointments have been abolished, while others have been reduced in value, reducing thereby the already small prospects before the members of the Service. Moreover, this is the only Provincial Service in which members are debarred from ever being promoted to the Imperial Service, whereas in other Provincial Services a few posts in the Imperial Service have, as a rule, been reserved for members of the Provincial Service.

The gradual *deterioration* of the prospects of the Collegiate Branch of the Provincial Service can be perceived at a glance by a reference to the accompanying tables showing (1) the number of appointments with which the Service started and the number that is now retained in it, (2) the number of appointments abolished, (3) values of the old and the present appointments, and (4) the steady diminution of the average during the last 11 years. In its present condition, the Service is the last to which men of ability will turn their attention. The arbitrary distinctions which are made in the *status* of the different members of this service and the *uncertainty of prospects* that it holds out are its gravest defects. The present representation offers suggestions for its remodelling with a view to remove the reasonable causes for dissatisfaction, and to lend to it a fixity of prospects and an elevation of status which it lacks at present.

84,451. **(I.) Method of recruitment.**—With regard to recruitment, it is enough to say that the choice of appointment should fall, as a general rule, upon men who have a bright academical career, or on those who have made their mark and shown themselves eminently fitted for College appointments.

84,452. **(II.) System of training and probation.**—The new curriculum of University studies involving the specialization of subjects will require the appointment of several Assistants to Professors in different subjects, who, during the period they work as Assistants, under the guidance of the professors, will naturally receive the training necessary to qualify them for higher appointments.

84,453. **(III.) Conditions of service.**—(*a*) As already observed there is at present *no fixity* of prospects. Promotions are given only on the occurrence of vacancies either by death or retirement and not by regular increments. And even when a vacancy occurs the man immediately below does not necessarily step into the vacancy as would naturally be expected by him. The pay of the vacant post, that remains over and above the amount required for an appointment in the lowest grade in which a new man is appointed, is distributed among the other members of the Service without any definite rule about the amount to be given to each. Judging from the cases that have hitherto occurred, it seems that it is impossible for any member of the service to divine whether he will get promotion or not. Even the number of appointments in the Service is not fixed, and there is no knowing when a post may altogether be abolished, or reduced in value, or converted into one of the Indian Educational Service, *i.e.*, the higher branch. Hence it is often uncertain whether, on the occurrence of a vacancy, any promotion will be given to anyone at all. Sometimes altogether new posts are created and men are appointed to them with salaries in excess of those of some old members of the Service, apparently without the latter having in any way deserved such supersession. With respect to promotion, therefore, a member of the Collegiate Provincial Educational Service in Bombay is

always in the dark: which is obviously prejudicial to zeal and interest in the work.

Again, with regard to the status of different members, there is an anomalous distinction between Professorships and Lectureships. In the same subject in two Colleges of exactly the same scope and importance there is a difference in the status of persons doing the work. The man in one College is called a Professor, whereas a similar person in another College is called a Lecturer. What is still more curious is that the title of a Professor is conferred neither because of superior qualifications nor because of seniority, but because of what appears to be the accidental circumstance, viz., a man's salary. A man who is fortunate enough to get Rs. 350 is called a Professor, whereas another who is given Rs. 300 only is styled a Lecturer. It may be stated in this connection that the number of students or the subject that a man has to teach should not be allowed to affect his position in the service. Both in respect of *status* and *prospects*, revision of Service rules is therefore an urgent necessity.

(*b*) The view of the present representation is—

First, that in respect of status all men who have an independent charge of a subject should be on the *same level and treated alike*, whether recruited in Europe or in India, the distinction between the Indian Educational Service and Provincial Educational Service being thus naturally removed; and that there should be a *combined list* of all the members of the Superior Educational Service. If in any subject work of less importance has to be done for which a man of Professor's capacity is unnecessary, one or more Assistant Professors should be appointed.

Secondly, in respect of promotion it should be given by *fixed annual increments* till a maximum is reached, as is the case at present with the members of the Indian Educational Service.

Thirdly, at least fifty per cent. of the posts of the Superior Educational Service should be reserved for Indians.

What the amount of the start, the annual increment and the maximum of salary should be is stated under the next head.

84,454. **(IV.) Conditions of salary.**—All Professors should start with Rs. 350. (This is necessary for a young man to live comfortably and to be able to pursue diligently his studies.) This salary should then in each case receive an annual increment of Rs. 50 till it reaches Rs. 850 or 1,000 in 10 to 13 years. This would ensure fixed and equal prospects to every man that enters the Superior Educational Service and would save him all the worry of speculation about his next chance of promotion and frequent misery of disappointment. After a man has reached the Rs. 850 or 1,000 grade, he may be promoted to higher posts, according as they are available.

Europeans recruited in England should be given a compensation in the form of a special personal allowance.

84,455. **(V.) Conditions of leave.**—Besides the advantages of leave, according to the existing rules, members of this Service should be allowed *study leave* for two years to be spent outside India. It is highly desirable that a professor in these days may be enabled to spend some of his time at one of the great centres of learning, where he may acquaint himself with the advanced methods of higher study. Facilities ought therefore to be given to members of this Service to acquire such higher qualifications for their work by means of such study leave. With respect to the allowance the rule should be that a man proceeding on such leave should obtain half the pay that he may have been getting plus a daily allowance and the passage money. The daily allowance should be sufficient to cover the reasonably necessary expenses of a man studying at such centres.

84,456. **(VI.) Conditions of pension.**—Every member of this Service ought to be allowed to retire after putting in 25 years of service. Considering the taxing brain-work and the exhaustion resulting from actual teaching involved in the life of a Professor, it is but fair that members of this Service should not be compelled to wait till superannuation, *i.e.*, the age of 55, before they earn their pension.

84,457. **(IX.) Other points.**—Under this head an important suggestion has to be made, and that is with regard to the provision of free quarters near their Colleges to the members of this Service as far as possible. Such quarters are already provided for some of the members of the Indian Educational Service and have proved to be of much good both to the Professors themselves, so far as their work is concerned, and to the students. These advantages, especially to the latter, could be secured to a greater degree by furnishing quarters to Indian professors. Supervision and guidance of students, who, left to themselves, are apt to misuse their opportunities and fall a prey to temptations of a varied nature, cannot be perfect or even satisfactory without a large number of professors actually living at the College and trying to give a proper turn to the habits and ideals of students, both by actual direction and by the indirect influence of their example. This work is likely to be done satisfactorily by Indian professors who know the students and their possible pitfalls more intimately. Of course this should not be understood to be an argument against giving quarters to European professors near a college. On the contrary, European professors ought to be made to live at their colleges as well as Indian professors. The association will be of mutual advantage and make for the well-being of a College as a whole.

Mr. D. D. KAPADIA, called and examined.

84,458. (*Chairman.*) Witness was at present Professor of Mathematics in the Deccan College.

84,459. He desired that the present distinction between the imperial and the provincial services should be abolished, and one superior service established in their place. He also contemplated that all men, who had independent charges, should be placed in the same service. He would have the service divided into two classes, one a superior branch and the other an inferior branch. Assistants in the second class, if they did good work, should be eligible for promotion into the first class.

84,460. It was not absolutely necessary that an officer, before being promoted to the first class, should undergo a course in England, but such a man might be asked to go, in order to improve his qualifications. Men might also be recruited direct to the first class, provided that they had undergone a full course in England. A student who had had a European training should be preferred, but those who had had experience in the department should not be overlooked. An officer would be more efficient, if he had undergone a course in England, and to this end facilities should be given for study leave.

84,461. In the present provincial service the distinction between the lecturer and the professor was more or less arbitrarily made, not by work, but by pay. There were in the service lecturers on Rs. 200, Rs. 250 and Rs. 300, who were doing precisely the same work as professors on salaries of Rs. 350 or upwards and even as some assistant professors recently appointed on higher salaries. It would be to the advantage of the college if the work was more definitely separated, so that the lecturer would undertake the less, and the professor the more responsible work.

84,462. It was his personal opinion that Europeans coming out to India should be allowed a certain compensatory allowance, over and above the salary of men recruited in India, but some of his colleagues disagreed with that. They said it made a racial distinction, which caused discontent. There would be no fear of discontent if all disabilities and anomalies were removed. The discontent which at present existed was not merely because of the difference of pay, but was the combined result of pay, status, nomenclature, and so on.

84,463. Witness desired to see an incremental scale of pay introduced. It was absolutely necessary.

84,464. None of his colleagues actually dwelt in the college; nor did any live in close proximity to it. The request for free quarters was made in the interests

of the college. If accommodation were found, his colleagues would not ask for any house allowances.

84,465. (*Mr. Chaubal.*) When he said that he would not ask for any allowances, he was going upon the supposition that there would be an increase in salary.

84,466. (*Mr. Sly.*) If an Indian started on Rs. 350, a European might be given Rs. 100 extra, as a foreign service allowance When the Indian Officer reached Rs. 850 the European might similarly be given Rs. 150.

84,467. (*Mr. Madge.*) He desired to see a system of listed appointments in his department.

84,468. (*Sir Murray Hammick.*) Arbitrary distinctions were made in the status of the different members of the service. Some were called lecturers and others professors, although all were doing work of the same importance and type.

84,469. It was the fact that, as things were at present, the service was the last to which men of ability turned their attention. Good graduates did not go into the provincial educational service as they could obtain better appointments elsewhere.

84,470. (*Mr. Bhandarkar.*) His colleagues desired a combined list on the lines of the Public Works Department.

84,471. If all the present faults in the collegiate branch of the educational service were improved, Indian graduates were not at present attracted on account of the unfavourable prospects which were held out to them.

(The witness withdrew.)

Rao Bahadur R. P. GODBOLE, Educational Inspector, Northern Division.

Written Statement relating to the Education Department, being the corporate views of the General Branch of the Bombay Provincial Educational Service.

84,472. **(I.) Methods of recruitment.**—The entire service be, as far as practicable, composed of persons from those classes and communities to which a majority of the pupils belong.

The present method of recruitment for the General Branch of the Provincial Service from the Subordinate Service be retained.

To fill up vacancies in the Collegiate Branch of the Provincial Service or the Indian Service, selections be made, in the first instance, for the former from the Subordinate Service, and for the latter from the Provincial Service in both the Collegiate and General Branches. Direct recruitment be resorted to only when capable persons of proved merit and ability are not available in the Service.

Merit alone, and not creed, colour, or nationality, be the sole criterion in the selection of recruits for the Subordinate Service. Other things being equal, Indians be preferred to Non-Indians.

If capable Indians are not found ready-made to hold certain posts without impairing efficiency, those of proved merit and ability be deputed, for special training or further study, to foreign countries, and pending their return, temporary arrangements be made for the filling up of such posts with Non-Indians.

A University degree be laid down as the minimum qualification for the Subordinate Service.

84,473. **(II.) Systems of training and probation.**—Confirmation be made conditional on passing in two vernaculars including the mother-tongue.

An examination in Codes, Acts, &c. be instituted for admission to the Inspecting line. This be followed by experience of practical work in a Deputy Inspector's office and of work at the Vernacular Training College, for six months each.

One probationary or supernumerary Deputy Inspector be appointed from among Assistant Deputies for each Division (1) to receive training under the Principal, Vernacular Training College, the Senior Deputy Inspector, and the Inspector, and (2) to officiate for a Deputy Inspector on leave.

One probationary or supernumerary Head Master be appointed from among Assistant Masters for each territorial Division (1) to receive training under the Principals, Secondary Training College and Elphinstone High School, and (2) to officiate for a Head Masters on leave. The persons selected may be deputed, if necessary, to foreign countries to study their educational methods and systems.

One Probationary or Supernumerary Inspector be appointed from among Head Masters of High Schools, Principals of Vernacular Training Colleges and Deputy Inspectors (members of classes II and III of the proposed Senior Service mentioned in Recommendation 17 below), at age not past 45, and be placed under a Senior Inspector for experience of practical work, and then be deputed, if necessary, to foreign countries for further experience before confirmation.

84,474. **(III.) Conditions of service.**—The present sub-divisions of the Service be abolished, and only the divisions, "Senior" and "Junior," be adopted in lieu of "Superior" and "Subordinate."

Copy of the confidential reports be supplied confidentially to the persons concerned.

Selections for the Senior Service be made from the Junior Service of the whole Province, and not from that of the territorial Division in which vacancies occur.

Deputy Inspectors and Vice-Principals of Vernacular Training Colleges be placed in the Senior Division with Head Masters of High Schools.

84,475. **(IV.) Conditions of salary.**—The conditions as regards salary be re-adjusted, *from time to time*, by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed.

The present stagnation and the impending deadlock, due to there being only about 60 posts of Rs. 200 and above open to nearly 400 graduates (which number would gradually increase as undergraduates are being replaced by graduates) in the Subordinate Service, be removed by the introduction of time-scales of salary as suggested below:—

Junior Service.

Class II, Rs. 60-8-100 in 5 years.
Class I, Rs. 100-10-200 in 10 years.
} For Assistant Masters and Assistant Deputies.

Note.—Graduates with first class honours may be placed in Class I of the Junior Service at the start.

Senior Service.

Class III, Rs. 300-40-500 in 5 years for Head Masters and Deputy Inspectors.

Class II, Rs. 500-50-750 in 5 years for Head Masters, one in each territorial Division, and Principals of Vernacular Training Colleges.

Class I, Rs. 800-50-1,200 in 8 years for Inspectors.

Note.—Experience of foreign educational institutions may be laid down as an additional qualification for entrance into Class II of the Senior Service.

N.B.—If a person is found inefficient, he be *first* warned, *secondly*, his time-scale promotion be stopped, and *lastly*, he be made to retire.

This scheme, if adopted, will go to secure, for some years to come, the desired qualifications in the officers appointed, by inducing a better class of graduates to join the Department, and to secure an even flow of promotion.

Officiating allowances be given on the following lines:—

Junior Service to Senior Service—Rs. 50;
Class III to II of Senior Service—Rs. 75; and
Class II to I of Senior Service—Rs. 100.

Charge allowance be continued as at present.

Deputy Inspectors and their Assistants be given a horse allowance of Rs. 25 in addition to daily allowance as in the Excise Department.

84,476. **(V.) Conditions of leave.**—The more favourable rules of chapter XIII of the Civil Service Regulations, applicable to the Indian Service, be extended, in part, to the Junior Service (Present Provincial and Subordinate Services) as follows:—

(1) The total period of furlough be extended to 4 years, to be due at the rate of 1 year for 6 years'

active service, and to be enjoyed under the present conditions.

(2) The amount of furlough earned be 1/6th of active service.

(3) Leave be granted on half pay with actual expenses for 1 to 2 years for study abroad of educational institutions of advanced countries.

Privilege leave or furlough on half pay:—Period due be halved and allowance doubled, at the option of the officer.

Combined leave be granted for less than 6 months.

Furlough be not refused within 6 months of return from privilege leave of more than 6 weeks' duration.

Sick leave on full pay be granted to officers whose pay does not exceed Rs. 100.

Privilege leave be allowed to accumulate up to 6 months.

84,477. **(VI.) Conditions of pension.**—Pension be replaced by a Provident Fund made up of the present pension contributions increased by a deduction equal to 1/12th of the officer's pay and compound interest at 4 per cent. as in the Railway Service.

Compulsory retirement be fixed at 55; voluntary be allowed at 50 or after 25 years' service; compulsory at any time for inefficiency provided due arrangements exist, or are made, for the officer's sustenance in the form of a reduced pension on the lines of invalid pension.

84,478. **(VII.) Such limitations as may exist in the employment of non-Europeans, &c.**—Restrictions in the way of Indians for employment in the Department be removed by reducing the number of Europeans to an indispensable minimum. During the 25 years ending in 1912 their number increased by 10 to 43, and there is every indication of further increase in the near future. Posts, recommended by the last Public Service Commission, and agreed to by the Secretary of State and the Government of India, have not been given to Indians after 25 years of further tutelage; nay, they have been recently deprived of posts formerly held by them, and the loss of others is impending.

84,479. **(VIII.) Relations of the service with other services.**—If the pay and prospects of the service are improved as recommended herein above, there will be left only the question of status to secure for the Service the best relations with the other Services. In the Order of Precedence, Inspectors be classed with Assistant Collectors, Head Masters and Deputy Inspectors with Deputy Collectors, and Assistant Masters and Assistant Deputies with Magistrates of the 2nd and 3rd Classes.

84,480. **(IX.) Other points.**—Europeans with no Indian experience be replaced, *cæteris paribus*, by Indians with European experience.

Rules and Regulations governing recruitment and promotions be published in the Government Gazette.

Rao Bahadur R. P. GODBOLE, called and examined.

84,481. (*Chairman.*) Witness had had 33 years' service. He was the only inspector in the provincial service. He had been a headmaster for twelve years. There were no assistant inspectors.

84,482. There were eighteen headmasters in the provincial service, and four in the Indian Educational Service. There were four schools in the provincial service which were as important, and which were working up to the same standard, as the schools in the Indian Educational Service.

84,483. Inspectors should be drawn either from the deputy inspectors, the principals of the vernacular colleges or headmasters. An officer should be headmaster for at least five or six years prior to being appointed as an inspector.

84,484. Deputy inspectors should be included in the provincial service, and should be admitted to it on the present lines. Deputy inspectors should also be eligible for promotion to higher appointments.

84,485. Witness's work as an inspector was on all fours with the work of the inspectors in the Indian Educational Service.

84,486. He desired to see the distinction between the two services abolished, and to have senior and junior branches of one service instead.

84,487. An Indian, prior to being appointed to the higher branch of the proposed amalgamated service, should have undergone an English training. Before he was so promoted, he should be given facilities for study leave in Europe.

84,488. There was no direct recruitment to the inspecting side of the provincial service. It was recruited from the subordinate service.

84,489. Selections for the senior service should be made from the junior service of the whole province, and not from the territorial division in which each vacancy occurred. This would widen the field of choice. There were difficulties owing to the differences in language in the various divisions, but these would be overcome if every headmaster, before he was made an inspector or an assistant inspector, learned two vernaculars.

84,490. He had no remarks to make as to the education of the Muhammadan community in the province. There was adequate inspection of Muhammadan schools. In his division there were two Mahammadan deputy inspectors, and in other divisions there were assistant deputies, who did the work of inspecting vernacular schools. Any requirements which might come up from time to time with regard to Muhammadan education were adequately considered.

84,491. Inspectors, who started on Rs. 800, and rose by increments of Rs. 50 to Rs. 1,200, would attain their maximum salaries after 18 years' senior service.

84,492. (*Sir Murray Hammick.*) There ought to be fewer Europeans in the service than there were at present. More places would be created for Indians by the reduction of appointments now given to Europeans. European inspectors were necessary, but there were at present seven inspectors, only one of whom was an Indian. There should be at least three Indian inspectors.

84,493. He would put European and Indian inspectors on the same list, but would give the former foreign service allowances.

84,494. He would like to see pensions abolished altogether and a provident fund substituted, with Government contributing to it. In no circumstances, if a provident fund were substituted for a pensionable scheme, would his service be the losers.

84,495. (*Mr. Abdur Rahim.*) There were two Muhammadan inspectors in the northern division, one in the southern division, and one in the central division. Each district had a Muhammadan assistant deputy, and some districts had two. In addition there were two deputies in the northern division for two districts. The four deputy inspectors were restricted to their own districts. There were no Muhammadan inspectors in the other districts. There should be an addition to the staff of Muhammadan inspectors, but there was no need for a special officer to assist the director in matters connected with Muhammadan education.

84,496. (*Mr. Madge.*) There were very few men in the presidency, who would take up the teaching profession from the love of it.

84,497. (*Mr. Fisher.*) Witness had been an inspector for the last two years. It was his impression that education was making progress in all lines in the schools. He had seen evidences of that progress during his inspection tours.

84,498. He could not express any definite view on the criticisms which had been made as to the English teaching in the upper forms of the high schools. As a general rule boys in the upper forms of the high schools not only understood the English which they heard spoken, and read English, but also spoke it.

84,499. (*Mr. Chaubal.*) There was no regular inspection of vernacular schools by the inspector. He simply visited them, put a question here and there, and saw how they were controlled and managed by the vernacular teachers. He sometimes examined the boys himself. It was necessary for him to know the language. Witness could not say whether European inspectors did know the language or not. The greater portion

of the work of an inspector of a division consisted in the inspection of secondary schools, rather than elementary schools.

84,500. European inspectors were not frequently changed from one division to another in the Bombay Presidency. There were instances, however, of men being transferred from the Deccan to Gujarát. After a time an inspector, who was transferred from the Deccan to Gujarát, was able to manage his schools.

84,501. If a special assistant to the director of public instruction were sanctioned for Muhammadans, it would naturally follow that one would have to be sanctioned for the depressed classes. He had never known of any definite needs with regard to Muhammadan education, which had been brought to the notice of the authorities, and which had not been taken into consideration.

84,502. There were private institutions, to which Indians had gone to teach, purely for the love of it, and not for the purposes of making money.

84,503. (*Mr. Lory.*) An educational inspector did not inspect the primary school. He only visited them during his inspection tour.

84,504. (*Mr. Joshi.*) It was the fact that the Commission of 1886-87 recommended that all inspectors should be recruited in India, and it was also the fact that the Secretary of State for India had said that at least one-half of the inspectors should be at an early date transferred to the provincial branch of the educational service, and that the Government of India accepted this recommendation. If those two proposals were not soon carried into effect, members of the provincial service would have a legitimate grievance.

(The witness withdrew.)

R. P. Paranjpye, Esq., Principal, Fergusson College, Poona.

Written Statement relating to the Education Department.

84,505. I premise in the first place that my remarks, while they would be found to be generally true for the whole of India, apply specially to the conditions of the Bombay Presidency of which I have more intimate knowledge.

84,506. **(I.) Method of recruitment.**—The higher officers in the Educational Service, both Imperial and Provincial, can be classified as follows:

(1) The Director and the Deputy Director of Public Instruction. These are European and belong to the present European Service.

(2) The Inspectors—including the inspectresses—of schools. All but one of these are European and are at present recruited from Europe.

(3) Headmasters of High Schools and Principals of Training Colleges including the headmistresses of Female Training Colleges. Most of these are Indian but about six are European and are recruited from Europe.

(4) Staffs of the Colleges in the Presidency which are under the Educational Department, viz. the three Arts Colleges, Engineering College, the Secondary Teachers' Training College, the College of Commerce, the School of Art, etc. These are divided into two parts, the European element who belong to the Imperial Service, and the Indian element who belong to the Provincial Service (College Branch). The former are recruited from Europe and the latter from India. The number of the former is about twenty-five, while the latter are about forty.

The numbers given above are merely approximate and additions to the cadre are being continually made. I make remarks on each of the above classes so far as the European element is concerned. As regards the Indian element I shall speak later.

(1) The Director and the Deputy Director both belong to class 4 and in general these posts should be recruited from the members in the Department. But occasionally I would not mind having a Director from outside the Department provided the Directorship is not made a step in the Civil Service. A director must generally hold office for a considerable period—for eight or ten years— to know the work properly and to be really efficient, and this would not in general be practicable if the post is given definitely to the Civil Service. Also a certain amount of personal experience with at least one branch of the department is desirable.

(2) The educational inspectors are generally recruited fresh from England, though several of them have a little experience—often only of a few months—of the post of a headmaster. In the beginning of their career they have little acquaintance with the vernaculars and they hardly ever attain the familiarity which is necessary in dealing with Indian schools. They are generally recruited quite young from England and have had no experience even in England of inspecting work and no familiarity with schools similar to the schools in India. For the work of the inspector, practical experience of school-teaching is quite necessary and also generally some experience as a deputy inspector. An Indian will generally be better than an Englishman of the same intellectual ability as he knows the people and the language and has been through the schools himself. It is not necessary to recruit the inspectors in general from Europe and the future policy should be so directed that in the course of a generation the foreign recruitment would be dispensed with altogether for the inspectors in general. In the case of inspectresses of schools, foreign recruitment may be necessary somewhat longer, as Indian conditions would not possibly provide suitable Indian ladies for the post, but even here the end in view should be the same, viz. that Indians should man the Indian Educational Service. Only in the case of the inspector of European schools the recruitment should be definitely from England as in this case what is proposed is an exact copy of English conditions. In other cases we wish to have a system adapted to Indian conditions, and Indian officers are naturally the best for the purpose. While I regard an Indian Inspectorate as essential for the proper inspection of schools, I would welcome well-known educationalists in England being occasionally brought for a short term to report on Indian conditions from a fresh point of view. I shall show later that by properly training Indian inspectors and giving them experience of foreign conditions the efficiency of the department will not only not suffer but will be greatly increased.

(3) In this class most of the officers are Indians in the Provincial Service but about six at present belong to the Imperial Service. In this case I think it is not at all necessary to have European officers for these posts. Indian Headmasters have shown that they can manage High Schools quite as well as—if not in many cases better than—European Headmasters. Many privately-managed schools in Bombay, Poona and Hyderabad can give evidence of this. In fact in Poona the Government High School with its two hundred students and empty class rooms compares with two private High Schools in the same city with nearly 1,500 students and boys clamouring for admission. Still we are told that the Government maintain a model school in Poona with a European Headmaster at the top! These European officers are not at all necessary and should be sent elsewhere. They are generally brought out young, have not had good academical qualifications in England and do not know the language well. Thus they cannot come into personal contact with their boys except those in the two highest standards. They are generally discontented with the conditions of their service and are always on the look-out for a transfer to the inspecting line in which the prospects are better and, I am told, more travelling allowances can be earned. In fact the changes in the headmasterships of the model Government high schools have often amounted to a scandal and the Poona High School has experienced as many as five in the course of one single year. I do not deny the use of European experience in the management of Schools. But European experience alone is perhaps worse than Indian experience alone. What is wanted is a combination of both and this can be secured by giving some of the Indian headmasters some opportunity of seeing European conditions.

(4) But the greatest number of these superior posts in the Educational service are in the Collegiate Branch. These posts are divided into Imperial and Provincial and the distinction is entirely based on race in this Presidency, as no single Indian belongs to the Imperial Branch. Indians are very keen about the manning of this service as on it depends the entire intellectual progress of Indians. It is now-a-days a usual cause of complaint that the European professors are not of the same calibre as they were thirty years ago; for several English professors of those days have had great influence on their pupils and have so to speak become traditions. But while this complaint may be due in part to the halo that surrounds the past, it is more properly due to a change of circumstances. English education has spread so widely that Indians have become critical and judge their professors by a higher standard. These very Englishmen of the past have done their work so well that there is no need for importing their equals now and only the best Englishmen will command respect for their intellectual ability. Again a large number of Indians now-a-days go to the fountain-head viz. the English and sometimes even the Continental universities and naturally compare the men sent out to India into the Indian Educational Service with the professors and tutors in Europe, obviously to the disadvantage of the former. Fifty years of English education have worked a great change. India can now supply men of this calibre and in some cases even better. Going over the whole list of the Indian Educational Service one can recognize but one fellow of a college at Oxford; a few have obtained a first class in their School or Triposes, a great number have had only a second or a third. To compensate for this lack of academical distinction hardly any one has done any original work—though one or two have earned a name in imaginative literature. They have only written a large number of crambooks which are doing positive harm to the student world. But they work a greater harm still, in that they lower our intellectual ideals. We are in India often taunted with lack of originality; but what originality is to be expected from the pupils when their teachers' only work is of the nature of annotations with introductions, copious notes and paraphase of standard English books? In comparison to the work they do, these members of the Indian Educational Service cost a great deal. They leave in the minds of the others a feeling of injustice. They do not as a general rule come into intimate personal contact with students and often do not realise their difficulties. Also the work in the first two years in the colleges is of a comparatively elementary nature and does not ordinarily require very expensive teaching. For these reasons I think that the staffs of the colleges should be generally Indian, so far as ordinary teaching up to the B.A. or M.A. is concerned. For advanced or post graduate teaching some eminent experts will have to be brought from whatever quarter they are available. But before considering these we must consider two arguments which are advanced to show that some European teachers are necessary even for comparatively elementary work.

In the first place we are told that at least for the teaching of English Englishmen are necessary. Now so far as the teaching of English pronunciation is concerned some weight must be attached to this; but even here too much should not be made of this, for when one considers the varieties of pronunciation among men coming from London, Scotland, Yorkshire or Somersetshire, let alone America, and when one further observes that the Anglo-Indians (Eurasians) in India have developed a peculiar accent of their own even though they have come intimately under English teachers, it is difficult to see that the average Indians can expect to acquire the best English accent under the most favourable teachers even if this accent could be standardised. So far as understanding the language and catching the spirit of English literature is concerned, Indian professors—especially if they have had some personal acquaintance with Europe—may very well do this. So far as this presidency is concerned the professors of English imported till recently were fresh graduates from Oxford—generally those who had passed through the Greats and who therefore had received no technical training in English literature. There appears to be an idea current that every Englishman can teach English literature. No wonder that the teaching of some degenerates into mere dictation of notes—often mere extracts from standard books of reference. We can also refer to the experience of French and German Universities, in most of which the professors of English are not Englishmen but in which Englishmen are often engaged to teach the English accent only. A similar idea appears to be abroad that History and Philosophy require an Englishman to teach them. But for the purpose of our courses Indians can be secured in plenty if one really tries to secure them and the experience of colleges manned entirely by Indians will also go some way to dissipate this idea.

The main contention, however, of those who say that Englishmen are necessary in fair numbers in the educational service is not that they are better teachers or are intellectually superior to Indians who can be secured for the same work. The argument—which however is not often so baldly expressed—is that educational work is indirectly political, that a purely Indian staff of professors in a college cannot be trusted to see that the rising generation under them will grow up into loyal citizens. I strongly repudiate the imputation that underlies this suspicious attitude, connected as I am with a college under entirely Indian management. But I go further and say that boys under educated Indian professors who accept by their reason the British connection as the only possible government in India and who are cordially trusted by Government are more likely to grow up into loyal citizens than those who are under European professors. These latter are not likely to enter into the intimate feelings of the boys, are sometimes liable to be regarded as detective police officers rather than as teachers, and occasionally from want of tact create the very evil they are meant to guard against. When as at present every European member of the service is supposed to be senior to every Indian professor however experienced the latter may be, and is paid at double the rate for perhaps inferior work, the result on the observing student's mind can be very well imagined. Even as it is, it is not the colleges under purely Indian management that have had a monopoly of crazy students who have degenerated into anarchists. I look at the question of the recruitment of the service from a purely educational standpoint, leaving political considerations entirely aside. I feel that if we infuse into the students the spirit of pure learning and if the teachers by their character and ability inculate love and reverence for learning, political considerations may well be left to take care of themselves.

What I contend is that this European professoriate is not now necessary and that we can get equally good—even better—work done by Indian agency at the same cost. While the standard of pay that an I. E. S. man gets is considered meagre and consequently does not, we are told, attract good Englishmen to the service, the same—or even somewhat lower—pay if not accompanied by galling racial distinctions as between the European and the Indian will attract the very best Indians. In the sphere of learning racial distinctions should have no place. Indians from times immemorial have always shown a love for learning and teaching and reasonable prospects with the preservation of proper self-respect will get the best Indians into the educational line. A proper system of recruitment will make use of this love of Indians for learning and I think we ought to devise such a system that within a generation the regular Educational service shall be manned entirely by Indians as far as the present college teaching up to the B.A. or M.A. is concerned. After 50 years of English education in this country it would be curious indeed if we have not produced sufficient material for the purpose. While speaking later on about the recruitment of Indians I shall give constructive proposals for attaining this goal of a purely Indian Service.

While I think that for the purposes for which Englishmen are recruited at present they are not now necessary, there is, I believe, urgent reason for importing a few foreigners of a very high type. These are required mostly for post-graduate work and in particular to give an intellectual tone to education in India. The men obtained should be of the type of professors in English Universities. They should not

be formed into a regular service with definite pay and prospects and only individual agreements should be made with each. If a man is willing to come for a few years only, he should be taken all the same and attached to some college or even to the University. In fact what we want is the highest type of men who would raise our level. We do not want them so much to teach us as to give directions to our teachers and raise the standard of culture in India. The University is now definitely committed to making provision for post-graduate work. The men that I wish to see should work in conjunction with University readers and professors and may be attached to the Government Colleges in Bombay, Poona or Ahmedabad. Thus if a well-known professor of History or Mathematics is for any reason available for a few years, he should be engaged and attached to one of the institutions in this Presidency to give one or two courses of lectures and meet the senior students and professors in his centre.

The conditions of pay should be matters of individual contract with each separate person. I do not think that India will grudge a man like Forsyth or Darboux, Ramsay or Thomson £2,500 a year provided he agrees to give us the benefit of his presence and advice. I have in mind as recruiting grounds for such men not only the English Universities but the French, German and American Universities as well. It often happens that a comparatively younger man of great distinction is available and the Government should be on the look-out for such men. These men should not have any administrative duties and should not form a regular service. The arrangement would be something of the nature of the interchange of university professors as is now common in Germany and America. The men required are men of actual achievement and not merely of more or less promise. I do not contemplate that there will be more than half-a-dozen of these at a time in the Presidency and we shall be lucky if we can get even so many.

84,507. **(VII.) Such limitation as may exist in the employment of non-Europeans.**—At present Indians in the service are only in the Provincial Branch and this causes a great deal of heart-burning and even loss of efficiency. The provincial service being naturally considered as on a lower plane, no one belonging to it is given any higher posts like the principalship of a college. No Indian however good he may be can get into the higher service—I leave out of account two recent nominations in Bengal—and men with such distinguished careers in Cambridge as Ganesh Prasad, Manohar Lal, Menon have not been successful in getting into the Imperial Service. Some fancied objections have sometimes come in their way. Athletic distinction has been often considered as important in the College professors, though so far as the European element in this presidency is concerned, I do not find much even of this athletic ability among them. But it is wrong to expect pre-eminent athletic ability in the college staffs. Boys in the colleges are old enough not to mistake good wrestling in the gymnasium for a lucid treatment of a philosophical problem. Good character and manners are certainly required and no objection can be made against the rejection of a man on this score. But such considerations are not known to come in the way of the English nominees. Somehow Indians of the stamp mentioned have been left out when any reasonable body of selectors would have been only too glad to have them. I know of two brilliant Cambridge Indians who had passed the I.C.S. but who wanted to get into the I.E.S. in exchange for the I.C.S. But even they were not encouraged in their desire. Indians have only the Provincial Service open to them, and here the conditions have been adjusted in such a manner as to cause maximum irritation. When one senior officer retires there is scrambling going on among the remaining men for promotion out of the money set free by his retirement and general dissatisfaction is the result. Under a European head the views of the Provincial men are sometimes disregarded. The racial stigma is over the whole business and for obtaining a pure intellectual atmosphere this should disappear. As constructive proposals some scheme like the following may be suggested for the whole Educational Service.

The Service should be in two parts so far as the higher officials are concerned (1) the inspectors and schoolmasters (2) the College teachers.

The first branch would contain as its lower elements the assistant deputy inspectors and the assistant masters and as the higher elements the deputy inspectors, inspectors, headmasters (including a few first assistants) of High Schools and Principals of Training Colleges. This higher branch will consist of about eighty posts. Of the higher posts about half should be filled by direct nomination and the other half by promotion from the lower branch. For the direct recruitment promising new graduates who are known for their energy, character and capacity should be selected, trained first in the secondary teachers' college, then attached for a year or two to some experienced official in the service and made acquainted with both the inspecting work and school teaching work. After being actually in service for about three years they should be given study leave with full allowances and sent for a year to England or other foreign countries in turns so as to get first-hand information about these countries. In England if possible they should be attached to inspecting officers or to some well-known schools. With this experience they will be fit to hold the office either of an inspector or a headmaster. These posts should be generally interchangeable, as it is very desirable that the same person should have experience of both kinds of work. But the highest emoluments open to a headmaster and to an inspector should be approximately equal so that a good headmaster should not need to hanker after an inspectorship simply to better his prospects. The pay of these men should rise from Rs. 250 per month to Rs. 800 per month and they should ordinarily retire at 55 after thirty years' service. Up to a certain point, promotion in pay should be by a time scale. As regards men promoted from the lower branch to the higher, the promotions should definitely take place before the assistant has had not more than fifteen years' service. If a man is not promoted within that period, he should not be promoted to this higher branch after that time, but certain lower but definite prospects should be open to him, say, a rise in pay up to about Rs. 350 per month in the lower branch by the time he retires. It does no good either to the man or to the school if the headmaster is at the head of the school only during the last three or four years of his service.

The college branch would also be composed of two parts; the lower part would consist of assistant professors who are good M.A.'s of the local university. These would be to a great extent the teachers of the lower classes in colleges, the work in which is comparatively elementary. They should be given a little work with the higher classes while on the other hand the professors should take some work with the lower classes, although they are intended more for the higher classes. These assistant professors would receive pay from Rs. 150 up to Rs. 350 per month. They should be encouraged to do good original work which in many cases would be rewarded with promotion to the higher branch, though in no case should this promotion be made after a man has had fifteen years' service. The higher branch should consist of professors; these should be first class B.A.'s or M.A.'s who have received training in Europe and got at least first class honours at an English University. In the beginning Government should encourage the best graduates by means of scholarships—like the Government of India scholarships at present—to proceed to Europe and get first class qualification. But it will be found that this will erelong be unnecessary as brilliant graduates of our Universities would go of themselves to Europe and try to attain this high level if they are given to understand that a good degree—of the standard of a first class in both parts of a Tripos at Cambridge—will always secure admission to this higher service. If at any time it is found that an Indian of this stamp is not available, then and then alone should a foreigner be sought for. In many cases it will be found that if an Englishman of the proper calibre is not available, a pupil of the Ecole Normale Superieure or a Privat-dozent in a German University can be easily had, for the emoluments open to brilliant French or German students are not so great

as are open to Englishmen of the same stamp. In days gone by, many distinguished scholars from Germany or Austria—like Kielhorn, Bülher, Stein,—. were imported especially for Oriental subjects but the practice has now been apparently discontinued. But for this professors' line I would like Government to keep its eyes open and try always to have a brilliant Indian graduate or two on hand, as extraordinary professors in each subject so that any sudden vacancy that may occur can be easily filled. For the purposes of these professorships transfers from one Province to another would be occasionally necessary, as in each province the number of chairs in a single subject are not likely to be many, though of course every attempt should be made to assign each man to a post in his own province as far as possible. The emoluments of these college professorships should be from Rs. 400 to Rs. 1,000 and the promotions should be generally on a time scale. Administrative posts like principalships should not carry extra allowances though the holder of such a post should receive partial relief from teaching work, so that a good professor need have no temptation to become a bad principal simply because the latter is better paid. All such professors should be made to take furlough abroad every five or six years to be spent at seats of learning in Europe. Any special distinctions earned by such a professor like a fellowship of the Royal Society should be rewarded by a more rapid rise in the scale of promotion. If in exceptional cases an Englishman or any other foreigner is appointed for any of these professorships because a suitable Indian is not available, he should be paid at the same rate as an Indian together with a certain foreign service allowance.

Of course the course of training suggested above for each of these two branches is only intended for the present state of things. A time will surely come when Indian Universities will be developed well enough to be amply sufficient in themselves and not require to be supplemented by study abroad; and this time will come all the sooner if Indians are made to feel that the Educational Service is their service *par excellence*, that the reputation of India for culture would depend to a great extent on the prestige of its Indian professors and that the ideal that in olden times learned Indians had before them of living for learning and teaching is still an ideal that can be cherished consistently with dignity and self-respect.

Mr. R. P. Paranjpye, called and examined.

84,508. (*Chairman.*) Witness had been 12 years Principal of the Fergusson College at Poona. He had never been in the Educational Service. He had been a fellow of St. John's College, Cambridge, and was Senior Wrangler there. He was now a member of the Bombay Legislative Council.

84,509. His scheme was to separate off the Inspectors and school masters from the college teachers. He would lay down a fixed rule that there should be no interchange between them.

84,510. He would divide up the service of Inspectors and head masters into two divisions. In the upper he would put the Inspectors, head masters, Principals of training colleges and Deputy Inspectors. Half of those posts should be filled by direct nomination, and half by promotion. The present Deputy Inspectors, now in the subordinate service, were practically of the same importance as head masters. In their case, however, he would ask for a higher qualification for entry. He would include in the second division assistant masters in schools, and assistant deputies now in the subordinate service.

84,511. Members of the upper division should be given study leave, and sent to England after about three years' service, which would mean that they would go between 25 and 30.

84,512. Men should be promoted from the lower to the upper division within the first 15 years. He did not think that a rule of that character would create dissatisfaction among the older members. Within 15 years it could usually be ascertained whether a man was fit for the higher division or not.

84,513. He attached importance to interchanging the posts of Inspector and head master, but would so arrange the cadre that there should be no difference in pay. Each post should be regarded as being as important and as popular as the other. An Inspector ought to have experience both as a Deputy and as a head master. He should have been a head master for at least five years before becoming an Inspector.

84,514. He would not object to a Director of Public Instruction, who was not a member of the Educational Service. The interests of education, however, should not be sacrificed to the exigencies of any service.

84,515. He would also divide the collegiate side into an upper and lower division, and separate off the teachers into professors and assistant professors. He did not see any difficulty in such a scheme. For the upper division he was proposing a distinct training in addition to the initial qualification. Members of that division would generally be of a distinctly higher qualification, so that there would be no misunderstanding. Special posts should be arranged for on contract terms on special salaries.

84,516. He attached importance to a training in Europe, and would make that an absolute condition for any Indian desirous of occupying a post in the upper division.

84,517. He considered that the great majority of the officers of both branches of the service should be Indians. There was general dissatisfaction at the stamp of Europeans now being recruited to the service.

84,518. He considered that with the additional attractions he suggested, the class of Indian, which he desired to see occupying the higher posts, would be obtained. Occasionally, also, a man from Europe of a good stamp might be attracted. If they were not he would not mind, as India could easily provide the whole of its teaching staff.

84,519. He would, if necessary, transfer professors from one province to another. When a man from one province went on leave, it might often be better to get a capable successor from another province than to get some one less qualified locally.

84,520. (*Sir Theodore Morison.*) There were no Europeans on the teaching staff of his college. A large number of students took their degrees without ever coming into contact with a European. There was only one other college like his own in the Presidency, which was staffed throughout by Indians. His main contention was that Europeans should not be recruited at all if better men could not be got. There was no great difference between the colleges which were staffed by Indians, and those which were manned by Europeans. It was difficult to test a college by numbers or results. The quality of the student was the real criterion. It would be desirable to have colleges of different types like the Gurukul, Aligarh College, and Fergusson College. But all colleges in the Presidency were of one single type and the new college soon to be started at Dhárwár would belong to the same type. There were nearly 1,200 students in the Fergusson College. About 140 were in residence, and some 200 or 300 lived in the immediate neighbourhood. The rest were living in the city, and he was not much in touch with them. No college undertakes responsibility for the students who lived outside. All the students were encouraged to take part in sports, and more than half the college cricket team was composed of non-resident students. The chief influence was the influence brought to bear in the classes. The first year class was divided into three. The largest division contained about 210. The other divisions had about 175 in each. It was impossible, of course, for masters and professors to know such large classes individually. In the B.A. class the masters came more into touch with the students as the voluntary classes were much smaller, and by the time they went out as graduates a good deal was known about them. In the compulsory English class for the S B.A. there were about 130 students, and in his senior B.A. mathematical class between 30 and 35.

84,521. (*Mr. Chaubal.*) The administrative body of the Fergusson College was the Deccan Educational Society, which consisted of life members and others who contributed to the funds. The Council consisted of all the life members, at present 21, and 21 outsiders appointed by contributors, making a total of 42. It had charge of all the permanent funds of the society. From the Council the 21 non-life-members elected five of their number and the life-members three to form a governing body of eight, and in their hands were the current funds of the society, and the discipline and appointment of teachers. Everything that came before the Council and the governing body had first of all to go before the board of life members with whom lay all the initiative. They proposed appointments and initiated projects which had to be sanctioned by the governing body, whose control was by no means of a formal nature.

84,522. At present, including the demonstrators, the staff of the college numbered about 30. Of the 21 life members one was in charge of a school at Sátára, one or two others were at a school at Poona, one was an engineer, and three were in Europe and Bangalore for training; so that about 15 life members were on the college staff at present. Life members were generally required to possess the M.A. degree, and they had a period of probation for one year. Amongst them were several second class M.A.'s and a chancellor's medallist. Up to three years ago their salary was Rs. 75 a month, but since then it had been practically Rs. 100 a month. After 20 years' service they received a pension of Rs. 40 a month, and their lives were insured for Rs. 3,000 for the benefit of their families.

84,523. Theoretically there was a furlough of one year after nine years, but very often it was impossible to give the leave owing to the smallness of the staff. The staff were generally better than those who entered the Revenue Service, and they joined the college because there was a dignity and self-respect connected with it, and they were inspired by an enthusiasm for education. They were able to exercise the same sort of influence which was supplied by religious zeal in a missionary institution. It was quite possible to get Indians who were actuated by that kind of enthusiasm of quite as high a class as could be obtained by high salaries.

84,524. A good many students in the college had gone to Government colleges. That was due first of all to the attraction of large scholarships. There was also an impression amongst the students that a certificate from a European would help them to obtain better appointments. If a boy was the son of a low paid Government servant and the father was asked by the superior where his son was and replied he was at the Fergusson College, he was then asked why the son was not in a Government college; and that simple remark from a superior was sufficient to cause the boy to migrate to the Government college. That however was now dying out. There was no defection from the college on account of the belief that there was no proper teaching staff for English Literature. In fact the voluntary language class was the largest of all the classes, and this year one of the pupils had carried off the English scholarship in the B.A.

84,525. (*Mr. Sly.*) The University of Bombay laid down no limitation on the number of students to be taught at one time in a class of a recognised college. There was not much difference in the colleges in this respect. At the Fergusson College, when there were more than 140 students, the class was generally split up into divisions. Only this year the matriculation passes were so many that there was a rush upon all colleges. When he inspected the Elphinstone College on behalf of the University there were 130 and 140 in a class. He did not approve of large classes, but could not reduce them, as there were not enough colleges for all the students. It was a balance of two evils; either to deprive more than half of the people of any higher education, or to give a slightly less efficient higher education to the whole. It would be better if there was a larger staff at the Fergusson College, but it was made to suffice by each member working longer hours.

84,526. The ideal to aim at was to have no Europeans in the Educational Service at all, but he did not want the Government to pension off all the present officers. He would not recruit another European if an Indian of suitable attainments could be obtained, because he wished to see Western learning supplied by Indians who had had a certain amount of Western training, so far as the present B.A. course was concerned. For the higher learning he wanted the best men, wherever they could be obtained. For that work Europeans would come out only for short periods, but would stay long enough to influence the teachers and the advanced students, and that was all the Western influence required from Europe.

84,527. At the present time in the Educational Service there was one Director, one Deputy Director, six European Inspectors, and three Headmasters. On the collegiate side there were 12 European Professors in the Government Arts Colleges, and in addition there was a certain number of Europeans in missionary schools and colleges—about 40 Europeans altogether and a few European ladies. The Secretary of State was always complaining that he could not get first class men, and it was very desirable that nothing but first class men should be brought to India, and that was why he had put forward his scheme. If he could get the very best men from Europe he should not mind European recruitment, but since the best men could not be obtained he did not want the second best. There were better Indians in India.

84,528. (*Mr. Fisher.*) His complaint against the existing system was, first, that it did not provide a sufficient career for brilliant young Indians, and, secondly, a sufficient number of first rate European experts to keep abreast with the progress of European science and knowledge. It was important to make the educational career as attractive as possible to the best Indian graduate, and he believed it was possible to obtain a graduate of sufficient eminence as an assistant professor at an initial salary of Rs. 150. It would not probably secure the best men, but would secure a man sufficiently good for the work to be done in the first two years. The best men would be recruited at Rs. 400 to Rs. 1,000 and that scale would secure the best graduates, and the racial question would not enter into the matter.

84,529. The teaching in physical science was in its infancy in the Bombay Presidency, but he did not think that on that account it would be premature to dispense with the ordinary first class honours man, and go straight for experts like Sir William Ramsay and Sir Oliver Lodge. The men he desired to appoint would be trained in Europe, and would be of the standard of a double first class at Cambridge. He admitted there was room in the educational development of the Presidency for the type of young man who had studied under Professor J. J. Thomson at Cambridge, had been through the Cavendish laboratory, had done a certain amount of research work, and who would know how to establish and run a physical laboratory. That was exactly the man he was contemplating, only he would be an Indian.

84,530. Science made very rapid progress in the West, and it was difficult for any one in India to keep abreast of it. It was therefore important to get a man to go to Europe at frequent intervals to refresh his knowledge, but he thought an Indian would be quite as ready to do that as a European. The trip to England had now no terrors for Indians, who went to Europe even for a change.

84,531. (*Mr. Madge.*) The men he would bring out to report on Indian conditions would have had only English experience, but they would be quite capable of advising and making suggestions for improvements.

84,532. He did not believe that Indian students in England now-a-days held entirely aloof from their English fellow-students. For the teaching of English in colleges even an Englishman must be specially qualified; any ordinary Englishman would not do. The latter might be very good in teaching English by the direct method to little boys, but he would not be able to teach Shakespeare in a college.

84,533. (*Mr. Abdur Rahim.*) There was a tradition that some European educationalists in India had inspired confidence in Indian students, and if men of that stamp could be obtained it would have a very wholesome influence, but men of the opposite stamp would do a very great deal of harm. He had not,

however, met a class of young Englishmen of high educational attainments who really liked the work of educating Indians, except those who were actuated by religious feelings. Men joined the Educational Service merely as a career.

84,534. No advertisements were issued for teachers for the Fergusson College, but there were many applications for posts. The candidates were placed on a very strict probation for a year, during which they were given only work in the school. If they satisfied the college authorities as to their ability and general character and enthusiasm for their work they were taken into the college as life-members. Half a dozen applications were received every year, of which not more than one or two materialised. They were a class of men who preferred to come to the college because of the work, but who could have gone into other occupations with profit.

84,535. There were about fifteen or twenty Muhammadan boys in the college from all parts of the Presidency, and at present there were three in residence. Muhammadan education was very unsatisfactory in the Presidency, and the Muhammadan boys who came to the college were exceedingly poor. In speaking to some of them he had been told that they did not want separate colleges but some inducement in the way of more scholarships. Half of these Muhammadan boys were taken into the Fergusson College free.

84,536. (*Sir Valentine Chirol.*) He did not suggest that an educational service, composed only of Indians, should be based on the salaries and conditions that prevailed in the Fergusson College. Those conditions were more comparable with the conditions in the missionary schools. It was, however, possible on a time-scale of from Rs. 400 to Rs. 1,000 to get very satisfactory Indian teachers. If the Royal Commission were to recommend that all Europeans should be eliminated from the Educational Department, and the whole Educational Service should be handed over to Indians on the scale proposed, he believed the terms he suggested would give satisfaction. It was probably true that Indians were now asking for pay equal to that of Europeans, but he thought they would be obtained on the terms he had suggested if there were no highly paid Europeans above them.

84,537. He was acquainted with many of the European members of the Educational Service, and could say that the headmasters amongst them were always on the look out for transfers to the Inspecting branch. In Poona in one year there were as many as five such transfers. He had not spoken, and did not desire to speak, in contemptuous terms of Europeans. All he said was that he could obtain better men, and Mr. Sharp had admitted that first class men were not recruited for the Educational Service. He did not admit that one of the reasons why Europeans exercised less influence on the students than formerly was because they were constantly spoken of by the leaders of Indian opinion in terms which were not calculated to encourage either respect or confidence.

84,538. (*Sir Murray Hammick.*) He had not been able to obtain the actual detailed particulars of the academical qualifications of the European teachers who entered the service 40 years ago, so as to compare them with the present men. He did not say that the present men were inferior to the old Europeans who came out, but that they were inferior to the Indians that could be obtained now. Probably the influence exerted by former Europeans was due to the fact that the classes were small and the professors knew all their pupils intimately, and also the pupils were of a more picked class than at present.

84,539. (*Mr. Lory.*) It was true that Inspectors were not recruited direct, but headmasters on being brought out were immediately made Inspectors, or within a few months of their coming out.

84,540. He did not mean to imply that it was a necessary part of the duties of a college professor to do original work. What he had said was that, if a man had not a good degree he should give evidence of having done research work. He only put forward research work as another evidence of qualification when a good degree was wanting.

84,541. He had been 12 years engaged in education and had come in contact with all kinds of students and professors; he was always trying to get information about other colleges so as to find out in what direction he could improve his own college, and his enquiries showed him that professors did not come into very close contact with their students outside the classes.

84,542. (*Mr. Bhandarkar.*) The reason why members of the Provincial Service asked that they should be placed on a footing of equality with the members of the Indian Educational Service was that they did not want a lower value to be set on their work than was set on the work of their colleagues. If they had no colleagues more highly paid, they would be satisfied with the terms he had put forward.

84,543. The discipline and organisation in the Fergusson College was on a par with the organisation and discipline of other colleges in the Presidency. He had had experience as a student of the organisation and discipline of principals who had never gone out of India, and he did not think it was defective.

(The witness withdrew.)

At Bombay, Friday, 20th February, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
Sir MURRAY HAMMICK, K.C.S.I., C.I.E.
Sir THEODORE MORISON, K.C.I.E.
Sir VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.,
WALTER CULLEY MADGE, ESQ., C.I.E.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.

And the following Assistant Commissioners:—

F. B. P. LORY, ESQ., Educational Inspector, Southern Division.
S. R. BHANDARKAR, ESQ., Professor of Sanskrit, Elphinstone College.
V. B. JOSHI, ESQ., Principal, Training College, Dharwar.
A. C. SELLS, ESQ., Principal, Government College, Jubbulpore.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E. (*Joint Secretary*).

Dr. D. MACKICHAN, Principal of Wilson College, Bombay.

Written Statement relating to the Education Department.

84,544. In responding to the invitation of the Royal Commission on the Public Services in India to submit evidence with reference to the Indian Educational Service, I wish it to be understood that while I have worked for a period of nearly forty years alongside the Educational Department, I cannot speak from an inside acquaintance with the rules and methods of the Service. I can only speak as an outsider cognisant of the general features of the system as these present themselves to an observer interested in the educational problem with which it is occupied.

84,545. **(I.) Methods of recruitment, and (II.) Conditions of service.**—The first observation which I should wish to make is of a general kind. I find that the assumption is tolerably widespread, that the methods of recruitment and the conditions of service in the Educational Department require serious revision on the ground that they fail to secure for this Service men equal in calibre and in general fitness to those who were attracted to the Service when it was first organised. This assumption seems to me to be without solid foundation. It owes its prevalence to the weight which has been attached to the pronouncements of the *laudator temporis acti*—a type which is as largely represented in India as in any section of the world. Having known personally most of the members of the Educational Service except those who were appointed in the very beginning, I see no reason to regard the men who are being recruited now as inferior to those who entered the Service fifty years ago. In point of academical attainment they will stand comparison with the best of their predecessors.

There are other circumstances besides the mere admiration of the past which explain the origin of the impression which I am endeavouring to combat. The work which falls to the lot of the members of the Educational Service to-day is very different from that which was undertaken by their early predecessors. The latter found themselves entrusted with the education of a limited number of picked men who were attracted by the new learning; the members of the Service to-day have to deal with *hundreds* instead of *tens*, and thus not only is the material on which they have to work more miscellaneous in respect of its ability and its love of learning, but its quantity renders less easy that closeness of contact between professor and student which was so productive of true culture in the "good old days."

It must also be remembered that the demands of the University were much more moderate then than they are now in these days of more advanced standards of University education in every department of learning. The conviction to which I have been led by experience and observation is that there has been no deterioration, such as that which has been frequently alleged, in the academic quality of the men who are now attracted to the Educational Service.

No drastic changes in the method of selection seem to me therefore to be called for on any grounds such as those above stated. I believe that in recent years it has become customary to open the door of admission to this Service to the graduates of all the Universities of Great Britain and Ireland. It is most necessary that this plan should be systematically followed in the selection of candidates for the Educational Service.

I do not know how the Committee of Selection is constituted; but assuming that it is composed, as it ought to be composed, of men who, by reason of their knowledge and experience, are conversant with the educational needs of India, such a committee could secure the best men by placing itself in communication with the Principals or Vice-Chancellors or other Heads in all the Universities regarding the particular appointments to be made, and inviting them to nominate candidates with suitable qualifications for such appointments. It should be understood that the Heads in these Universities are expected to take account of other tests of fitness than those supplied simply by the examination lists even when these last are fully satisfied. No one type of British University can furnish all the kinds of men that are needed for such service in India. The wider the field of selection, the more satisfactory will be the equipment of a Service which includes such a variety of duties.

It is for men in the Service to state their experience of the working of the rules for leave and furlough. On this I can offer no opinion. I would only suggest that, in the case of the majority of the men serving in the Colleges, account must be taken of the extended vacations and in the case of those associated with the University of Bombay of the long hot weather vacations which will give opportunities for frequent brief visits to the home land on three months' leave to those who may be permitted to make this use of the long vacation.

84,546. **(IV.) Conditions of salary, and (VIII.) Relations of the service with the Indian Civil Service.**—The two other points that are related to this group of the heads of inquiry are the question of the emoluments of the Service and of the relation of the department to the Indian Civil Service.

It has been contended with reference to the former of these that a higher scale of emolument would attract better men to this branch of the public Service. I feel bound to say that I am extremely doubtful as to the soundness of this contention. I believe

we should find men of precisely the same class attracted and that the effect would be mainly an increased expenditure on a Service which would remain practically the same as it is now. For a country like India, the wealth of which compared with those of the leading countries of the West is so small, it would not be expedient to increase the expenditure unless the Service itself were thereby to be extended and the benefits of education more widely diffused.

I have felt for many years that the weak spot in our entire educational system was the High School, and that if there is to be any large increase in the recruitment of men from Britain the requirements of Secondary Education should be seriously considered. The system of Secondary Education in this Presidency has failed to prepare men adequately for the University, and the reason why educational reform, directed mainly to the Universities, is so difficult and comparatively so ineffective, is that India is not provided with the institutions that are fitted to furnish the necessary foundation of a University system.

If Government were prepared to raise the standard of the High School and to enlarge the Educational Service by introducing into it men fitted to be the heads of great public schools, all other schools conducted by other agencies would adopt the same standard, and the students who enter our Colleges would be fit material for the University to work upon and to guide to higher planes of educational attainment.

At present occasionally members of the Imperial Service are appointed to High Schools, but these appointments are regarded as mere stepping stones to positions in the department of School Inspection.

It seems to me that the position of the Head of a great school should be regarded as equal in honour to any position in a College, as it is regarded in England, and that men should rise while holding such appointments to the same grade as regards pay and position to which they now rise by being transferred into other branches of the educational service. A raising of the standard of secondary education thus promoted would go far to prevent the continuance of the unfortunate state of things which now prevails, in which Colleges have to do for junior students the kind of work which a well equipped High School could perform with vastly greater efficiency.

The elementary education of this Presidency is, so far as it has been developed, remarkably efficient. Inefficiency makes itself felt chiefly in the secondary stage, and this inefficiency works upwards, and at every point the University finds itself arrested in its best efforts.

In suggesting that the Imperial Service should spread itself over a wider area of education, I do not mean to imply that men trained in India are not qualified for taking part in the highest types of secondary education. Both in Government and non-Government institutions such men are to be found. Some of the most distinguished scholars of the Presidency have adorned these positions, but when we reflect that the most important part of the discipline of a High School is the training of its pupils in the knowledge and use of the English language, it seems to me that the number of English educationists in the High Schools of India is inadequate. For most of the other studies an adequate supply of able masters can be found; but, speaking generally, the means provided for a true mastery of English are not adequate. The teaching of English in our High Schools should include much that has now to be undertaken in the Colleges, and for this a higher type of equipment is necessary in the High School. Such English teaching should be, as far as possible, in the hands of men who are either English or have been trained in English surroundings. We should never select as our teachers in the languages of India our own countrymen, even if they were as proficient, as they very rarely are, in an Indian language as educated Indians are in English. We should select our teachers from those who speak and live the language which we seek to acquire. This is a principle of universal application. I am aware that even in our own country it is not universally followed; but, it seems to me, our deviations from it have been everywhere an educational mistake.

It does not belong to me to express an opinion on the adequacy or inadequacy of the emoluments attached to the Educational Service. There seems to be room for some better gradation within the Service, and there is in one point need for some redress in the case of men serving in expensive capital cities in which the prevailing rates for house-rent are exorbitant. In a city like Bombay, in which the rent of the most unpretending bungalow in which a gentleman of the position of a member of the Educational Service could be expected to reside, is as high as that of a princely dwelling in many of the cities of England, special and liberal provision should be made either in the form of residences set apart for members of the service or an adequate house-rent allowance.

On the general question of the emoluments in the case of such a service, I think it should be kept in mind that the real value of this service depends to a great extent on its detachment from considerations that affect the attractiveness of other services.

I think it must be admitted that to any man who is not conscious of an educational mission, to whom the ideal of service to his fellow men in a high calling is not the main inducement to enter this service, the emoluments which it offers present no strong attraction, and it is well that they do not, for this class of man is not wanted for this work. The question of emoluments has been allowed to assume an undue prominence in the present discussion. The highest positions in the educational life of our country have frequently been held on most slender emoluments, and the same holds good of the great Universities of Germany, in which men of European and of world-wide reputation are satisfied with "plain living and high thinking." It appears to me that if we turn the work of the educationalist into a mere business or a career to which the ordinary standards that prevail in India are to be applied, the highest functions of the educator will be forgotten in the race for promotion or worldly advancement. Unfortunately in India the financial standard is apt to become the principal standard of value; but an educated public opinion will, it is to be hoped, learn to value men according to higher standards.

I believe the Educational Service is conscious of a sense of inferiority to the Civil Service by which the Government of the country is administered. It is not creditable to those who are responsible for the existence of this sentiment that such a feeling should have been created. Both are engaged in high tasks; it is difficult to say which is the higher. In the very nature of the case, the one is associated with a form of life which necessitates a higher scale of emolument; the other need not depend for its influence on such external considerations. The fact that the one is more richly endowed than the other should not necessarily produce either dissatisfaction on the one side or a sense of superiority on the other.

In this connection, I would deprecate for other reasons any assimilation of the two services. The Civil Service stands for the Government of the country and its members are Government officials. The relation, on the other hand, between a pupil and his master, a student and his professor, must be of a different character from the official relation which subsists between the people and their rulers. If pupils regard their masters, and College students their Professors, as simply Government officials, then the bloom is taken from that which India has always regarded as a sacred relationship.

It is quite possible for education to be carried on and supported by a Government, and yet to be entirely free from any tinge of officialism. Of this the Universities of Germany furnish a conspicuous illustration. These Universities are State institutions, supported mainly from the State funds and yet nowhere is there greater freedom and more intellectual independence throughout the Empire of Germany than in its Universities. This characteristic is essential to the success of any educational system and nothing could be more unfortunate than to put the stamp of officialism on the educational system in India. It is for this reason that I would strongly deprecate any action on the part of Government, which would convert the Educational Service or even appear to convert it, into a branch of the Administrative System. The Educational Department should stand by itself as a system, that is under the control of Government, and yet one in which Government is seen as little as possible.

I am also persuaded that the best ends of Government would be most effectively secured by keeping the two services—the Educational Service and the Civil Service—as distinct as possible. Under any other arrangement it is easy to conceive how numberless misunderstandings might arise. If everything that takes place in the administration of an educational institution were to be credited directly to the Government, one can imagine how new causes for discontent would be continually arising, the burden of which would fall on the shoulders of the administration. From such dangers the educational system is now largely free, because, Government servant though he be, the Schoolmaster or the Professor in a Government College does not stand before the people as a Government official. The peculiar nature of the work in which he is engaged has removed him to quite a different category.

84,547. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—Regarding the question of the extent to which the door should be opened for the admission of Indians to the Educational Service, it should be sufficient to indicate general principles without making specific suggestions. There is, in my opinion, room for an increased employment of Indians in the higher grades of the Service, even although I hold that in respect of professorships of English Literature and some branches of Philosophy and History, a Professor brought up in English surroundings and trained in a British University is to be preferred for such appointments. For a wide range of subjects most competent Indians can be found and will be found in increasing numbers, and these should have a preference where their competency is assured. In the department of Oriental learning Indian Professors, who have either through their own study or by personal contact with the West, assimilated the spirit of true literary criticism are much to be preferred to Europeans. Their knowledge of the languages with which their Professorship is concerned, is, to begin with, far in advance of that of the average Western scholar that would be available, and their power of communicating it to Indian students is certainly no: inferior.

This point leads at once to the question of the existing separation between the Provincial and the Imperial Educational Services. I offer no opinion as to whether there should be two such branches of the superior service. I am inclined to doubt the advantage or expediency of the division; but I have no hesitation in supporting the view that this distinction should not be permitted to exist within the staff of the College or of any educational institution, which must be administered by a staff acting as a corporate body. It seems scarcely necessary to argue this point. To have the same chair filled and the same duties performed in the same College, now by a member of the Imperial Service, and now by a member of the Provincial Service, seems to me to be a practice that must strike at the root of the life of any College. Within a College, constituted as all the Government Colleges are, this distinction should not exist. All Professors doing work of the same or similar nature should have the same standing in the corporate body which we call the College Staff. I do not mean that there should be no distinctions or gradations within the ranks of the College Staff. Gradation does not imply the kind of separation which exists in the case of the Imperial and Provincial Services. It is of the greatest advantage, with a view to the training of Professors, to have the grades of Assistant Professor and Lecturer open to men who after approved service in this capacity might hope to occupy the Professor's grade with its full status.

If it comes within the purview of this Royal Commission, I should desire, in conclusion, to ask the attention of the Commission to the question of the extent to which aided education may assist Government in dealing with the educational problem, especially in the higher stages of education. There is a feeling in some quarters that this problem is being dealt with to-day without reference to the share which private effort may be expected to take in its solution, or at least with less reference to this aspect of the problem than might be expected from the Despatch of 1854, and the Resolutions of Government on the Report of the Education Commission of 1883. If this question is before the Commission, I should be glad to have an opportunity of expressing my views on the subject.

Dr. D. MACKICHAN, called and examined.

84,548. (*Chairman.*) Witness was Principal of the Wilson College, which was a missionary institution and received a fixed grant from the Provincial Government, and a special grant from the Imperial Government. He had been thirty-five years Principal of the College, and had acted for three or four years before that.

84,549. The staff of the College was largely European, but there were also several Indian professors. Including assistant professors the teaching work of the College would be equally divided between Europeans and Indians. The students numbered 890, 200 of whom were in residence. They were drawn from all communities, and from all parts of the Presidency.

84,550. The Sanskrit Professor, who was an Indian, had been recruited direct to his professorship, but recently Indian professors had been appointed by promotion from amongst the assistant professors. The European professors were all brought from Scotland, and took up their work straight away. The Indian professors were members of the common room, where all the arrangements with regard to College work were decided, and had an equal voice with every other professor, Indian or European. The general policy was in the hands of those who were sent out by the church, but all the actual arrangements for the working of the College were decided in the common room. There was an absolute equality of association as between Indian and European professors. The assistant professors were in a subordinate grade.

84,551. Most of the European staff, who were ordained, had had not only a university course, but also an additional course of four years in a Theological College so that they had been from eight to nine years under academic instruction before they came to India. Those who were not ordained had gone through a full university course of four or five years. In many cases the men had had India in view from an early stage of their theological course. They were all appointed in Edinburgh by a committee of the Church, to which the colleges belonged. The committee kept in touch with the men who were thinking of India as their sphere of labour. Sometimes the selection was made by members of the College, when in Scotland on furlough.

84,552. As a rule there was no study of the Indian languages during the period of training in the Theological College. The language study was taken up on arrival in India. It was a rule in the mission college that every member of the staff should study the language of the district in which he was working, and should pass two examinations, the first in the first year, and the second in the second. Several of the staff had made a thorough study of the languages of the Presidency. It was held by the College that no one could really understand the people of India unless he was in touch with them through their own language. It was also felt that in teaching English it was of great assistance to be acquainted with the forms of thought and expression of the people amongst whom one was working. There was no difficulty in obtaining recruits, although sometimes the College might have to wait a little time for a suitable man for a particular appointment.

84,553. The staff were not paid salaries, but were given missionary allowances, regulated by the general scale prevailing amongst missions. They got such a sum as was held to be sufficient to maintain them in the position in which they were placed. There were no financial ambitions in a missionary service. The salaries might range from something like Rs. 300 up to Rs. 500, and the members of the staff were provided with residences.

84,554. In point of academic qualifications the staff compared favourably with the officers who came out into the Government Colleges. As a rule the men had the Honours degrees of the Scottish universities, sometimes with theological degrees added.

84,555. It was his conviction that the class of recruit entering the public service in India to-day in no way compared unfavourably with the recruit of former years. He attributed the criticism passed on the present men to other causes. He had known almost all the members of the educational service of the Bombay Presidency from the beginning, and looking back over those years he was prepared to say that from an academic point of view the men who now came out were quite equal to those who came out fifty years ago. This being so, he would not recommend the Commission to make any drastic alterations in the methods of selection and recruitment. All he asked was that the men should be taken not from one or two universities in England, but from all the British universities. In the old days the recruits were practically always taken from Oxford and Cambridge. If the selection committee was made up of men, really acquainted with Indian needs and the conditions of Indian education, and was in communication with all the universities of Great Britain, it would be able to do all that was required.

84,556. He could not speak from an inside knowledge of the department, but it seemed to him that the emoluments now offered were quite adequate, when one considered the kind of men who were required for educational work in India. These were men, who would select the work because they felt they had a call to India, not necessarily a religious one, but one which filled them with enthusiasm. If men were animated by that spirit, he did not think the question of emoluments was of great importance. The emoluments offered were not sufficient to induce any man who was thinking simply of a successful worldly career to come out to India, but that sort of man was not required in the educational service.

84,557. There were, however, certain places in India, where special consideration ought to be shown, Bombay for instance, where house-rent was exorbitant. Either Government should provide residences for members of the educational staff residing in costly cities, or should give very substantial house allowance. The policy of providing residences for the professors of colleges would be a sound one all over India, and was especially necessary in Bombay. He put forward the suggestion not only on account of the expense, but in the belief that an officer ought to have a home in the city, to which he could invite his students.

84,558. He pressed for the extension of the higher educational service into the high schools, because he thought that some of the work, now being done in the colleges, should be done in the high schools. The men who entered the colleges were immature. They were too young, and not adequatly prepared for a university course. The effect was that the university was burdened with a weight of unprepared men, who received their preparation in the colleges much less efficiently than they could get it in a school. The age at which students matriculated in India was sixteen, and when it was considered that they had to obtain all their preparation in a foreign language, it was obvious that they could not be in the position of students entering a university in the west at the age of eighteen. He wished to see in India, what was now to be seen in a Scottish university, namely students coming to college at eighteen after having received a complete education at a high school. For that purpose a different kind of high school was needed in India. It would involve a great enlargement of the high school staff, which would afford increased openings both for Indians and Europeans. Even if the change was brought about, Indians would still be able to act as headmasters of most of the high schools.

84,559. For the teaching of English it was most important to have either Englishmen, or men who had had a training in England. No European would think of obtaining a knowledge of the Indian languages from another European, however accomplished he might be. He did not think that an Indian, well trained in the English language, could teach it better because he understood the difficulties of it. The teaching of English meant more than the teaching of the language. It was the teaching of a life as well; and it was the men, who not only spoke it but lived it, who made the most effective teachers.

84,560. Every member of a college staff should be in the same service, which should be divided into two divisions, with promotion from the lower to the upper. Those who entered as assistants should be in training for professorships. He would be quite prepared to see an Indian promoted on his Indian knowledge, without any course of instruction in Europe. Some men brought back real fruits from their residence in an English university, but others came back without having advanced much further than they would have advanced, if they had remained in their own country and studied a particular subject.

84,561. It might be a fair arrangement to pay the Indian educational service and the provincial educational service the same rates of pay, and to give a foreign allowance to Europeans, but he could not guarantee that it would not produce friction, because he was afraid a sense of difference would still exist and give rise to difficulties.

84,562. When he first came to India, aided education was carried on under certain guarantees given by Government, but it was not encouraged during the seventies. Since the education commission of 1883 there had been a great change, and the education department had shown a good deal of sympathy with private effort. The grants had improved although they were by no means adequate and a spirit of liberality had been shown. But there were certain matters in which a great difference was still made. Although a large number of distinguished graduates were continually going forth from the Wilson College, there were very few fellowships to offer them. Even a small Government college could offer six fellowships to its graduates, whereas the Wilson College could only offer three, and the college was therefore very much handicapped. Government colleges were much more richly endowed with fellowships and scholarships than any private college, with the result that a certain number of the abler men in the university joined the Government colleges. Government should do something in that matter irrespective of colleges. There was no desire to interfere with any existing scholarships, but there was a feeling that there might be a system which would encourage all students alike, and that there should be a more liberal allotment of fellowships to graduates of the private colleges.

84,563. The problem of the moral and religious effect of education had been very much before the country, and it was evident that in that direction Government could do very little directly. The policy of the Government, as announced in the education despatch, and in subsequent resolutions, was to aid private effort, whether on the part of Hindus, Mohammedans, or Christians, and it appeared to him that that was the only way in which the young men of the schools and colleges could be trained up with respect and reverence for religion. Religious principles could not be inculcated in a Government institution, but private bodies of all the various communities had a free hand, and the solution would more readily come along that line than along any other.

84,564. (*Sir Valentine Chirol.*) He would recruit for the high schools some at least of the men who were at present recruited for purely collegiate work, because he regarded high school work as of even greater importance than the work of the colleges.

84,565. There were certain subjects in university work in which it was most important to have European professors. There were other subjects in which Indian professors, quite as efficient, and in some cases more efficient, could be obtained. He would instance the Oriental departments, Sanskrit especially, in which subject much more efficient work would be obtained from an Indian, who had the spirit of western culture and western criticism in him, than from any English graduate who could be sent from Oxford or Cambridge.

84,566. He considered that from the general point of view of maintaining the tone of Indian schools and colleges, the maintenance of a European element was desirable. He did not think that the time had come when Indians could perfectly well do all the ordinary educational work in India.

84,567. (*Mr. Abdur Rahim.*) His impression was that men with zeal for education were available in England. So far as he had been able to judge there was a great spirit of social service amongst young men in England, and men would be found, whose imaginations would be touched by the thought of what they might achieve for India. He assumed, whether rightly or wrongly, that the emoluments of the service were sufficient to free a man from care and anxiety in his Indian life. He did not wish to put the Educational Service on the same plane as, for example, the Civil Service It was a service of a different character, and must be provided for in a different way. Almost all the universities of Great Britain were in a position to supply men with the necessary educational zeal.

84,568. In his college, residences were provided for the professors. To bring professors into contact with the daily life of the students two of them always resided with them. There was scarcely an hour of the day when the students did not come into contact with the professors. The professors also met the students in the various societies of the college. The students were not all Christians, they were mainly Hindus. No difficulty was found owing to the fact that the European professor resided on the same premises as the Hindu students. The professors of the college were thus able to exercise considerable influence on the students, who responded most cordially. Witness had no complaint to make as to their conduct. Speaking generally, they were more amenable to discipline than the students of any other country.

84,569. He had not made any suggestion for removing the intermediate classes from the college to the school. He was not sure that he would go to that length. He would be satisfied to see the first year course removed to the sphere of the schools.

84,570. The standard at which the university course began in India should be raised very considerably. A distinguished graduate of his college, a Chancellor's medallist and a Government of India scholar, who went to Cambridge, had written to him that, on meeting the young men who were entering Cambridge, he was surprised to find that they had read about as much as he had read himself, although he had taken the highest degree of the Bombay University. If the first two years' course was removed from the college to the school, it would mean that instead of committing large classes of young men of a school-going age to the hands of one professor, they would be distributed over the schools, and receive the kind of training, which they ought to receive at that stage.

84,571. (*Mr. Madge.*) He had viewed the question of emoluments from the standpoint of the equal qualifications of the present generation of professors with those who had retired. It was quite possible that, if the old professors were present to-day, they also would cry out for an increase, in view of the enormous rise in the cost of living.

84,572. (*Mr. Fisher.*) He held that the Government colleges continued to play a very useful part in the scheme of Indian education, and that the utility of Government colleges was to be measured not merely by the academic distinctions to which the professors might have attained, but also by the moral influence which they might be able to exercise over their pupils. So that in considering the question of recruitment, it was necessary not to look only to the academic degree, but also to teaching and moral power. The heads of colleges should have regard not merely to the position of students in the academic list, but to other considerations, and the most important of those would be the capacity of a man to sympathise with the people of another nation. A man devoid of insularity was the kind of man required.

84,573. There ought to be in all Indian colleges men who were able to associate themselves with the students in their college sports, but he did not think it was necessary that a capacity for athletics should be an invariable qualification for a teacher.

84,574. At present there were no means of ascertaining the linguistic capacity of men before they came to India. It would be a great advantage for a science officer, for instance, to have studied at a continental university, but he did not think it was a condition which could be insisted upon.

84,575. He would like to see the teaching of English in the upper forms of high schools greatly improved, but he was not prepared to insist that Indian headmasters of the more important high schools should all be sent to England, although it would be a great advantage. He saw no difficulty in the suggestion that an Indian headmaster might be assisted in his work of teaching English by competent Englishmen, but in that case the headmaster would have to occupy a higher position in the educational service. The headmasters of the high schools should be recognised as occupying high positions, and, if that were so, it would be just as possible for an Englishman to work with them as he did with Indian professors in a college. Witness would seek to remove as much as possible the distinction between colleges and high schools. To him a great public high school was a greater institution than a college. He would like, therefore, to provide a much better career than at present was provided for the high school teacher.

84,576. (*Mr. Sly.*) He did not agree with the statement that in the present stage of Indian education there was room only for the very finest flower of English scholarship and research. A professor in India had to do a great deal of work which corresponded with the work done in the higher forms of a public school.

84,577. He would not limit recruitment to the Indian Education Service to men who had taken a first-class degree, because some men who had taken a second-class at Oxford or Cambridge had shown very high scholarship. It was not essential that a man should have had teaching experience in England before coming out, as experience in India was much more important, and he did not want men to come out with cast-iron ideas on any subject. He was in favour of recruiting men for high-school headmasters of a similar stamp to that required for the Indian Education Service, because men of wide culture were always better fitted to adapt themselves to new conditions.

84,578. If actual statistics showed that there had been a deterioration in the academic distinctions of the men recruited in recent years to the Indian Education Service, that would indicate either that university standards had altered in England, or that so many new careers were now opening up that the educational career no longer attracted men to the same extent. In that case it would be necessary to provide attractions by adequate provision in the way of salary.

84,579. (*Mr. Chaubal.*) He agreed that, unless an English headmaster had great familiarity with the vernacular, he could not be an efficient teacher in the high schools, especially in the lower classes. Indian teachers could teach the minutiæ of English grammar as efficiently as Englishmen, but far too much had been done in school teaching in the direction of filling the minds of the boys with rules and exceptions. There was a great difference between that kind of teaching and the teaching that could be given by a man whose life had been lived in the English language, and who could bring something to the teaching of English that nobody else could bring. The same rules would apply to German, French, or any other language. He saw no reason why an Englishman should not become so familiar with the language of the people of India as to be useful even to fourth standard boys.

84,580. There were men still coming into the Indian Education Service with a zeal for education, but there were also men of a different type. The strenuous demand for higher emoluments rather tended to show that men were not so much actuated by enthusiasm as formerly, but too much stress must not be laid on the question of emoluments. The emoluments might be doubled without obtaining different men from those now entering the service.

84,581. He would not lay down any proportion between Europeans and Indians for the inspecting staff, as it depended on the men who were available. If there was a larger number of Indians fitted for the work, they should be employed. An Indian, who had acted for five years as a headmaster, and for five years as a deputy inspector, and had then gone to England for study, might be better fitted for inspection work than some Englishmen.

84,582. (*Sir Theodore Morison.*) In his own experience educational officers had had a free hand in all matters relating to the university, but he gathered that in recent years they had received instructions as to the mind of Government on certain matters. Their influence would be very much greater if they were known always to be speaking their own minds, rather than acting as mouthpieces for official policies. That was one of the things he was thinking of when he recommended that in the educational department Government should be seen as little as possible. He was also anxious that the students should see in their teachers, not officers of Government, but men who were interested in them personally. The old Indian conception of a teacher was not at all reproduced in the new conditions, which had nothing of the sacred personal relationship of former days.

84,583. (*Mr. Lory.*) At the Wilson College, European and Indian professors were not paid on the same scale, as the Indian professor was not appointed from England. Some Indians, however, received more than some Europeans. This depended on the stage of service. There was a difference between the two, but not a very large one.

84,584. He was not aware that during the last five or six years a system of teaching English by the direct method had been introduced. He would not be surprised to hear that an Educational Inspector had been able to make himself understood in English by boys even of the third standard in a school in which the direct method had been regularly and efficiently taught.

84,585. The present University curriculum could be worked successfully if the students had a better foundation on entering. At present it could not be carried out adequately for want of that. The standard of education for entering the college was the martriculation examination, which was not sufficiently stringent, and did not give a guarantee that those who passed it were able to profit by a university career.

84,586. (*Mr. Bhandarkar.*) In the Wilson College there was one assistant science professor who was practically in independent charge of the first year's course, but all those who had charge of subjects up to the B.A. were professors.

84,587. The fees charged in the Wilson College were not as high as those charged in Government Colleges, but it might be said that the fees charged in an aided college were as high as those charged in a Government college if a deduction was made of what the Government paid back in scholarships to the students. Scholarships were given, but his complaint was that there was no system in the presidency by which Government provided scholarships for all students irrespective of where they were taught.

84,588. Probably one of the reasons why more students joined the Wilson College than the Government colleges was the lower fees. Considering the circumstances of India, and of other European countries, the Indian paid as much for his university education as the European student. He had compared the German Universities with India and found that the Indian student on the average paid as much for his university education as the German, regard being had to the circumstances of the two countries. The comparison would not hold in regard to England.

84,589. Some of the staff were athletes, and there were generally two or three taking part in the games.

(The witness withdrew.)

Sir R. G. BHANDARKAR, K.C.I.E.

Written Statement relating to the Education Department.

84,590. During the time I was a member of the Bombay Educational Service, there were what were called superior appointments, which were graded. These were held by Professors in the Elphinstone and Deccan Colleges, Educational Inspectors and the Director of Public Instruction. The lowest or fourth grade was Rs. 500—50—750, the next higher or third grade was Rs. 750—50—1,000, and the second grade Rs. 1,000—50—1,250. These appointments were generally held by Europeans, but a few Indians, holding Professorships of Mathematics and Sanskrit and Educational Inspectorships were also admitted into the list. Promotion depended upon vacancies in the higher grades and consequently very uncertain. One Indian only got the highest salary of the third grade, that is, Rs. 1,000, and during 11½ years I got no permanent place in the third grade and retired when I was in receipt of the highest salary of the fourth grade (Rs. 750). When I was put into the graded list, I had not to begin with Rs. 500, but as I had already acted in the fourth grade for more than five years, I was given the highest salary immediately on my permanent appointment. Indians who were raised to the graded service after 1884, got only two-thirds of the pay drawn by the European and early Indian members.

Before these graded appointments were instituted, promotion to Professors and other employés was secured by the granting of what was called "seniority allowance." Since 1896, the higher Educational Service has been divided into two sections:—(1) Indian Educational Service; and (2) Provincial Educational Service. The last has again been divided into:—(1) Collegiate Branch; and (2) General Branch.

INDIAN EDUCATION SERVICE.

84,591. **(I.) Method of recruitment.**—The members of the first section are appointed by the Secretary of State. The method of recruitment is, I believe, unobjectionable, but I have to make suggestions on a few points. Only first class men of Oxford or Cambridge, or Dublin in some cases, should be selected for the Professorships. Hitherto, except in the very early years in the Elphinstone College, our Professors of English Literature, Philosophy and History have been drawn from Oxford, except in one case, and our Mathematical Professors have been supplied to us by Cambridge, and in rare cases, by Dublin. This general rule should continue to be observed. The Professors selected should be first-class men, who, after their examination have developed literary tastes and habits. Their age, when appointed, should not be less than 29 or 30. Mere pass men of these Universities should not be chosen. We have had experience of these and they were failures. Professors in the several branches of the Physical Sciences should be drawn from Universities, which devote special attention to them.

As to Educational Inspectorships and Headmasterships, we need not have always first-class men for them. Men high up in the second class will do. But they should be, like the Professors, grown up men of 29 or 30 before they come out, and should have shown capacity for inspectorial and teaching work respectively.

84,592. **(III.) and (IV.) Conditions of service and salary.**—The salaries and rules of promotion now prevailing are, I think, satisfactory. They might be made more liberal, if necessary, to attract the best men of the Universities.

PROVINCIAL EDUCATION SERVICE.

84,593. The Collegiate Branch of the Provincial Section is in a very unsatisfactory condition. In the beginning, it contained a definite number of appointments, with definite salaries. But that arrangement has too frequently been tampered with. One of the two highest appointments has been withdrawn from the list, and whenever a vacancy occurs, it is given, not to the next man in the list, but a new man is brought in and placed at the bottom of the list on a lower salary, and the difference between that salary and the salary of the vacant appointment is distributed haphazard among the members. There are no definite rules of promotion. Even, if the next lower member is promoted to any vacancy and everyone below gets a corresponding lift in the scale, the promotion will be precarious. It will depend on the death or retirement of a higher member, and oftentimes a man lower in the scale may get no promotion till his retirement. I would therefore suggest, that when a man is

appointed to this branch of the section, his initial salary should be Rs. 300 and it should rise by an annual increment of Rs. 25 until it reaches Rs. 800 per mensem in 20 years. At present there is a distinction between Professors and Lecturers which is merely arbitrary, and depends upon the amount of salary drawn. The rule also, that Lecturers should ever be Lecturers and never rise to be Professors, is as arbitrary. The distinction therefore should be abolished.

84,594. **(I.) Method of recruitment.**—Recruitment for this branch of the service should be made from first or second class M.A.'s and not from past M.A.'s. After their examination, for about three or four years they should have worked in some capacity or other and shown their devotedness to the subject chosen by them for the M.A. examination by means of lectures or essays, that is, they should have given evidence of the formation of student-like habits. The Headmasters of High Schools, who are put in the second branch of this section, should be held eligible for Professorships.

INDIAN EDUCATION SERVICE.

84,595. **(VII.) Such limitations as may exist in the employment of non-Europeans.**—Indian gentlemen, who are educated at European Universities, may be admitted to the Indian Educational Service, if they are otherwise qualified, as the European members of the service are expected to be. Some appointments in that service should be reserved for the best men of the Provincial Service. The analogy of these suggestions to the corresponding provisions in the rules of the Indian Civil Service will be apparent and is intended.

84,596. **(VIII.) Relations of the service with the Indian Civil Service.**—Members of the Indian Civil Service may be appointed Educational Inspectors or Director of Public Instruction, since the duties are more administrative than literary. But none of these appointments should be considered as reserved for the Civil Service. If a Professor or Principal is to be appointed Director of Public Instruction, he should have served, for at least five years, as an Educational Inspector. A change at once from the Principal's or Professor's chair to the administrative post of the Director of Public Instruction is by no means productive of good effects. Professors may be made Educational Inspectors, in exceptional cases, to satisfy the provision of this rule.

84,597. **(VI.) Conditions of pension.**—The members of the first section of the first branch of the second should be allowed to retire after 25 years' service. Looking to the age, at which in my opinion, they should be admitted into the service, such a rule will not clash very much with that as to the age for superannuation, which is fixed at 55 years.

Sir R. G. Bhandarkar, called and examined.

84,598. (*Chairman.*) Witness had formerly been a member of the Bombay Educational Service. In 1864 he had been employed as Headmaster of the Hyderabad High School.

84,599. He was then made Headmaster of the Ratnágiri High School, after which he was appointed acting Professor of Sanskrit in the Elphinstone College in 1869. He then became Assistant Professor of Sanskrit in that College. After that he was Professor of Oriental languages in the Deccan College in 1882, and he retired on a pension in June 1893.

84,600. He advised that officers should not be recruited to the Indian Education Service before they had reached the age of 30. No literary tastes or devotion to work were generated in men until they were about that age. At 30 their character and habits were formed, and they were then in a condition to make an impression upon their pupils, and would be respected. A professor who was not respected was worse than useless.

84,601. The educational qualifications of a member of the collegiate side of the Indian Education Service should be much higher than on the inspection side.

84,602. In the future, Indians would be admitted to the Indian Education Service. Before this was allowed they should have had a course in Europe. Suitable members of the lower service should also be promoted into the Indian Educational Service, but they should not be compelled to go to Europe.

84,603. It was necessary in the cause of Indian education that there should be a substantial element of the best available Europeans in the higher posts of the service.

84,604. If Indians were promoted to the upper division of the Indian Education Service they should receive the same pay as Europeans. For these higher places would be conferred on them as prizes for meritorious services and their value should not be reduced. As regards other Indians recruited from European Universities, he did not favour the proposal that Europeans should be granted a foreign service allowance, because the number of places available for Indians in the upper division would be very small, and it would cost little to concede equality of treatment.

84,605. An Indian Civil Servant might well be appointed to the post of inspector, because such a man had experience of administration, and in inspection work a good deal of administrative ability was necessary. A sufficient training for a Civil Servant appointed to the post of inspector would be to visit some of the schools in his district. This would not have an injurious effect upon the service. Two gentlemen of the Indian Civil Service had been appointed to the post of Director of Public Instruction in recent years, and no ill effects had resulted.

84,606. (*Sir Theodore Morison.*) The rule of 1884, by which Indians received two-thirds of the pay of Europeans, did not at that time create any dissatisfaction. It would be possible now to have two rates of salary without creating discontent. He had said to the Chairman that, when an Indian was appointed to the upper division of the service, he should get the same salary as the Englishman, only because there were so few of such appointments which would be held by Indians that it was not worth while to make a distinction, and also because some of the appointments would have been conferred as prizes.

84,607. (*Mr. Chaubal.*) The reason for recommending that professors should be first-class men, who had developed literary tastes and habits after their examination, was because there were in the service so many professors who had not cultivated literary habits, or even habits of hard work.

84,608. He did not agree with the statement that there was no material difference between the qualifications of the men recruited 40 years ago, and the qualifications of the present recruits to the service.

84,609. (*Mr. Fisher.*) Whether he would advise a young Indian Sanskrit scholar to complete his education in Sanskrit at any European University would depend upon the man's own intellect. Witness himself had never been to Europe before he was 49 years old: with proper training and direction it was not necessary to go to Europe to become a critical and comparative scholar. He had risen to his present position simply by reading the works of European scholars. The European training was valuable as giving to the Indian Sanskrit scholar the critical and comparative point of view.

84,610. (*Mr. Abdur Rahim.*) All his recommendations were based upon the idea that the products of Indian Universities, should for the present, occupy the lower division of the service, and that the upper division should be manned by those who came out from European Universities. Therefore, if a natural science man was brought, from a good European University, he should be given a higher salary than an Indian recruited professor. An Indian trained in Europe should receive the same pay as the European.

84,611. (*Mr. Lory.*) On some occasions members of the Indian Civil Service visited high schools in their districts.

(The witness withdrew.)

C. E. W. JONES, Esq., Principal, Morris College, Nagpur.

Written Statement relating to the Education Department, being the corporate views of the Members of the Indian Educational Service in the Central Provinces and Berar.*

84,612. **(I.) Methods of recruitment.**—We are of opinion that the present method of recruitment by selection conducted by a Board in London is as satisfactory a method as can be desired. But we consider it essential that at least one active member of the Indian Educational Service should have a seat on the Board, and that in the selection of recruits for any particular Province a member of the service of that Province should be consulted. The choice of members of the Indian Educational Service who should be asked to serve on the Board of Selection would, of course, be made from officers on leave.

84,613. **(II.) System of training and probation.**—We are of opinion that it would not be expedient to institute a period of training in England for members of the Indian Educational Service. Owing to the wide differences in the educational conditions of India and England, it is not essential that a candidate for the Indian Educational Service should have English educational experience. Such experience, indeed, often has the disadvantage of tending to foster and harden ideas which are unsuitable to the educational conditions of India. The training of a recruit should be carried out in India.

We consider that a recruit should under no circumstances be selected to act in the first instance as Principal of a College or as Inspector of Schools. Before he is called upon to undertake the wider responsibility of these offices, he should pass through a period of training as Professor in a College or as Head Master of a High School. We recommend that candidates should invariably be recruited as Professors of Colleges or as Head Masters of High Schools.

We are in favour of the retention of the existing period of probation in India.

84,614. **(III.) Conditions of service.**—We consider that the present division of the Educational Service into more or less water-tight compartments is unfair to certain members of the service and opposed to the interest of education in India. As is well known the Educational Service is divided into two branches, the Administrative (or Inspecting) Branch and the Teaching (or Professorial) Branch, and between these two branches there is little or no interchange of officers. Inspectors remain Inspectors, and Professors remain Professors, to the end of their service. This rigid division is unfair to the members of the Teaching Branch because the opinion prevails that the only members of the service who are qualified for the Directorship in any Province are those who have served as Inspectors, and consequently Professors are from the very start debarred from the one prize of the service. The system is also unsatisfactory from the purely educational point of view. Experience as an Inspector is valuable to a Professor, and experience as a Professor is equally valuable to an Inspector. Moreover, prolonged tenure of one post or even of different posts of the same character deprives an officer of that variety of interest which is so essential if efficiency is to be maintained. We do not recommend that any hard-and-fast rule should be laid down on this subject, but we are of opinion that the principle of interchange should be definitely recognized and acted upon.

84,615. **(IV.) Conditions of salary.**—We do not think it necessary to dilate upon the urgent need for a revision of the scale of salaries of the Indian Educational Service. In our opinion the scale of salary should be Rs. 500—50—1,400. Starting with Rs. 500 per mensem, the salary should rise by annual increments of Rs. 50 per month to Rs. 1,400 per month. Further, we consider that there should be a higher grade of salary of Rs. 1,500—100—1,800. Beginning with Rs. 1,500 per mensem the higher grade should rise by annual increments of Rs. 100 per mensem to Rs. 1,800 per mensem. Twenty per cent. of the members of the Indian Educational Service in each Province should be eligible for this higher grade salary scale. No officer should be eligible for the higher grade scale of salary until he has reached a salary of Rs. 1,400 per mensem. When an officer has reached a salary of Rs. 1,400 per mensem, the Local Government should determine, after consideration of his work and character, whether he is fit for promotion to the higher grade. If considered efficient, the officer should be admitted to the first vacancy. Appointments to the higher grade should be made strictly by selection without consideration of seniority.

We are of opinion that the scale of salary of the Director of Public Instruction should be raised from Rs. 1,500—100—2,000 to Rs. 2,000—100—2,500.

In the case of Inspectresses of Schools, we recommend that their salary scale should be Rs. 500—50—1,000, and that a personal allowance of Rs. 100 per mensem should be granted to the Senior Inspectress.

We consider that while the introduction of the progressive scale of pay outlined above would remove the necessity of allowances generally, there is one case in which an allowance should be granted in addition to grade pay. The Principal of a College should be distinguished from his Professors by some increase in emoluments corresponding to his heavier work and greater responsibility. But there is a special reason why an allowance should be granted to a Principal of a College. By virtue of his position he is called upon to make pecuniary contributions to the social and athletic activities of his students, and such contributions impose no slight burden on his resources. We think that it is only fair that a special allowance should be given to Principals of Colleges to enable them to meet these expenses, and we recommend that, to the post of Principal of every College, an allowance of Rs. 100 per mensem should be attached. The allowance should not be drawn by a Principal on leave, but should be held by officiating officers.

84,616. **(V.) Conditions of leave.**—We understand that the question of leave for all Indian Services is under consideration, and, under the circumstances, we do not desire to make any recommendation at this juncture.

84,617. **(VI.) Conditions of pension.**—The first proposal which we wish to make on this subject is that officers of the Indian Educational Service should retire on full pension after completing 25 years' qualifying service. We would point out that officers in the Public Works and Telegraph Departments and Imperial Forest Officers may retire on full pension after 25 years' qualifying service, whereas members of the Educational Service have to complete 30 years' service before they are entitled to draw full pension. Taking the average age of officers in the Indian Educational Service at the time they join the service in India as 27, it will be seen that they have to serve in practically every case till they reach the age of 55. The average age of retirement in the other uncovenanted services is much lower. While admitting the fact that the officers of these services join at a younger age than Educational Officers do, we submit that the long period of service imposed on the Indian Educational Service as compared with the periods of service of other Departments is a heavy burden, and further is detrimental to the interests of the Educational Service, in so far as it makes that service less attractive than the other services with which comparison has been made.

The second proposal which we desire to put forward is that officers of the Indian Educational Service should have the option of retiring on a proportional pension equal to $\frac{\text{number of years of qualifying service}}{25}$ after they have completed 20 or more years of qualifying service. We would point out that this option is allowed to officers in the Public Works and Telegraph Departments and to Imperial Forest Officers. Such a concession would serve to render the Educational Service more attractive than it is at present and would also make for efficiency. It is a matter of experience that Educational Officers of over 50 years of age are

* The Statement was signed by the following:—Mr. A. G. Wright (Director of Public Instruction, Central Provinces), Messrs. E. G. Kilroe, C. E. W. Jones, F. P. Tostevin, R. H. Beckett, M. Owen, J. C. Evans, E. A. Macnee, R. M. Spence, H. E F. Craddock, Arthur C. Sells, C. G. R. Hunter, and W. S. Rowlands, and Miss G. M. Broughton.

not always able to perform efficiently their arduous and tedious duties.

Thirdly, we desire to submit to your earnest consideration the proposal that the full pension of the Indian Educational Service should be increased to £500 per annum. The economic conditions that render such an increase desirable and even necessary need no exposition on our part.

Lastly, we are of opinion that to place the Educational Service on an equality with other Uncovenanted Service, *e.g.*, the Public Works Department, Indian Educational Service Officers who have served for three years in the higher grade (suggested above) should be given the extra pension, *i.e.*, one-fifth of the full pension. At present an extra pension is awarded only to the Director of Public Instruction.

84,618. **(VII.) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—We desire to express our opinion that the present distinction between the Indian Educational Service and the Provincial Educational Service should be maintained. As at present, the former service should continue to be recruited solely in England, and the latter service in India. We are convinced that this distinction is of vital importance if the western character of Indian Education is to be upheld.

As regards the number of posts that should he held by non-Europeans, we are concerned, for the purpose of this memorandum, with the consideration of the higher posts only, as the Provincial and Subordinate Educational Services are recruited without exception from non-Europeans. In the administrative branch of the Indian Educational Service there are five Circle Inspectors, excluding the Inspector of European Schools. Of these, two are officers in the Provincial Service. We consider that the maximum number of posts in the administrative branch open to non-Europeans should be two. We are of opinion that any increase in the proportion of non-Europeans would be accompanied by a grave deterioration in efficiency.

It is difficult to lay down with any pretence to numerical accuracy what proportion of a College staff should be Europeans and what proportion non-Europeans. Colleges differ so widely in size and in curricula that it is impossible to fix upon a definite ratio. But we consider that in a College of average size the Principal and at least two Professors should be Europeans.

84,619. **(VIII.) Relations of the service with the Indian Civil Service and other services.**—The only point under this head to which we desire to draw attention is the position which is assigned to the Indian Educational Service in the warrant of procedure. We submit that the service suffers in this respect as compared with other services, with the result that its popularity is diminished, and its prestige lowered in the eyes of Indians to such an extent that the efficiency of officers of the service is seriously impaired. We accordingly request that with reference to the proposed scale of pay, officers of the Indian Educational Service drawing Rs. 800 per mensem and over but less than Rs. 1,200 per mensem be placed in No. 78 of the warrant: that officers drawing Rs. 1,200 per mensem and over but less than Rs. 1,600 per mensem be placed in No. 73 of the warrant: and officers drawing Rs. 1,600 per mensem and over be placed in No. 66 of the warrant.

We know no valid reason why the Director of Public Instruction under a Local Administration such as that of the Central Provinces and Berar, which constitute a major Province, should be placed in a lower rank in the order of precedence than the Director of Public Instruction of a similar or smaller Province which is under a Local Government. We consider that the Director of Public Instruction in the Central Provinces and Berar should be classed under No. 46 of the warrant. His present position is obviously anomalous.

84,620. We the signatories of this memorandum represent all the members of the Indian Educational Service in the Central Provinces and Barar without exception.

Mr. C. E. W. JONES, called and examined.

84,621. (*Chairman.*) Witness had occupied his present position for 7½ years. He came straight out from England to fill it.

84,622. He laid stress on the importance of maintaining the principle of interchangeability as between the collegiate and inspecting branches of the service. He based that opinion both upon the educational ground of efficiency, and upon the idea of keeping open the post of Director of Public Instruction to members of the collegiate branch. He suggested it on educational grounds, because it had been tried in other provinces, and was at present being tried in the Central Provinces. Only two years previously a professor of his own college was placed in the inspecting branch because he was more adapted to the work. When cases arose of men who really wanted to go into the inspecting branch, and who were competent for such posts, they should be given every facility to change their position.

82,623. The training of recruits for the service should be carried out in India. He had not experienced much difficulty when he became principal of his college, from the fact that he had no acquaintance with the language. But he had felt utterly new to the conditions of India, and he did not understand the students as well as he did at the present time. No man without Indian experienced should be appointed a principal. He should begin as a professor. It was exceeding rare for a man to be appointed a principal straight off. There was only one other instance besides his own case in his own province, and the particular gentleman gave up the post after a few months.

84,624. There were 250 students on the arts and science sides of the Morris College, and 150 on the law side. On the arts side there were three European and seven Indian professors, and on the law side there were three lecturers.

84,625. It was very difficult to say how many of the seven Indian professors were in independent charges. There was a gentleman on the staff whom the witness called lecturer in Persian, and who was really in independent charge of Persian, but the number of students he took was so small, and the number of hours work he did were so few that he was not dignified with the title of professor. There were no more than seven students learning Persian. He admitted that the language would certainly justify its being a first class post, but he did not know whether the actual amount of work done would.

84,626. The remaining six professors were all doing work of a responsibility equal to that of the professors in the Indian Educational Service. One was teaching the same subjects as the professor in the Indian Educational Service. He would regard the professor in the Provincial Service as an officer who was in every way doing the same class of work as the European officer in the Indian Educational Service, although he was doubtful whether the work was of the same quality.

84,627. He desired to keep up the present distinction between the Indian and the Provincial Service, but would, on second thoughts, do away with the difference of terminology. He would put all the professors into one service with two divisions, an upper and a lower, with different grades of pay and scales of salary. He would not pay the European a foreign service allowance. He would recruit Englishmen in England for the upper division only. An Indian, recruited in England, should also have access to the upper division, and he would not absolutely bar Indians who were recruited in India from being promoted up. To that extent he modified the proposal put forward in the written statement. This reform would remove the friction and discontent, which at present existed in the service.

84,628. The present salary of the senior inspectress was Rs. 400 rising to Rs. 500. He had suggested a large increase, but on reconsideration was inclined to think that Rs. 400 rising to Rs. 800 would meet the case. There were two inspectresses in the Central

Provinces, and three assistant inspectresses. Both of the inspectresses were Europeans, and the assistant inspectresses were Anglo-Indians.

84,629. There were no particular arrangements with regard to Muhammadan education in the province. No inspectors were appointed solely to inspect Muhammadan schools. There was, however, a deputy inspector in Berar, who dealt with Hindustani schools. There was a larger Muhammadan population in Berar than in the Central Provinces.

84,630. There were three assistant inspectors in the Central Provinces, and also deputy inspectors in the subordinate service. He did not think that deputy inspectors should be promoted into the lower division of the superior service. The deputy inspectors in the Central Provinces inspected the vernacular schools in a part of a district, whereas assistant inspectors assisted the inspectors to control all the vernacular schools in the circle. A better type of man than the present deputy inspectors was wanted for assistant inspectors. The present system in vogue in the province was to recruit assistant inspectors from deputy inspectors, but he was of the opinion that the assistant inspectors should form a separate branch of the service with direct recruitment on higher qualifications. There were cases at present of deputy inspectors, who held no degree at all, or who had not even passed the intermediate examination. He would make the qualification for the deputy inspector at least the intermediate, and he would make the qualification for the assistant inspector the B.A.

84,631. Only three out of the 14 imperial officers in the Central Provinces had served for over 10 years.

84,632. (*Sir Valentine Chirol.*) The university laid down that not more than 60 students should be admitted to a class. If there was a larger number, then that class had to be divided into sections. The number of students admitted to a college was no test of its efficiency. A very large college could not be as efficiently managed as a small college. Neither the teaching nor the supervision could be as good.

84,633. It was not correct to say that European members of the Educational Service did not establish any personal contact with their students. In his opinion there was far more intercourse between the European professors and students than between Indian professors and students.

84,634. (*Mr. Abdur Rahim.*) There was only one Muhammadan Deputy Inspector in the whole of the Central Provinces and Berar. There was no Muhammadan assistant inspector. There was one Muhammadan inspector. Witness's experience of inspecting work was not sufficiently large for him to be able to say whether that was adequate provision for the needs of Muhammadan education.

84,635. (*Mr. Madge.*) The present number of inspectors was five, and it had been calculated that seven would be wanted in the near future. At present the imperial cadre on the collegiate side contained nine posts in the imperial service, and 11 posts, *i.e.*, two more posts were anticipated. He did consider that experience in teaching in England was of advantage to a man coming out to India. He dissented from the views of his colleagues in that respect. He believed such a training was essential for head masters.

84,636. There was a separate Inspector for European schools in the Central Provinces. That officer inspected all the European schools of Central India, and also combined with the post the position of Assistant Director of Public Instruction. Witness was of the opinion that, having regard to the entirely different system of education, there should be a separate Inspector of European schools, provided there was enough work for him. It was proposed in the Central Provinces to institute a European Inspectorship of schools, and to combine it with an Inspectorship of Science in Secondary Schools generally. He had not considered the proposal of a separate service of European inspectors for all India.

84,637. (*Mr. Fisher.*) When a European professor went on leave a *locum tenens* was generally obtained from the Provincial Service and received a special allowance.

84,638. He did not favour the proposal that members of the collegiate branch should be relieved of the obligation of passing examinations in the vernacular, as it was necessary for a man to have some knowledge of the language, and that was assured by his passing an examination. The examination itself was not a grievance, but in the past in the Central Provinces a professor was expected to pass a vernacular examination, one part of which was to teach a class in a school in various subjects. If the inspectors and professors were interchangeable it would of course be necessary that a professor should have that kind of knowledge, but it was not necessary at the present time.

84,639. There was only one private college in the Central Provinces, a missionary college belonging to the United Free Church of Scotland. There was no college analogous to the Fergusson College, run entirely by Indian enterprise.

84,640. For inspecting purposes the province was divided into five circles corresponding to the five divisions. The inspectors inspected secondary schools, and the assistant inspector assisted in inspecting and controlling the vernacular schools.

84,641. (*Mr. Sly.*) The inspection of secondary schools was under the direct supervision of the inspector.

84,642. Interchangeability between inspectors and professors would not do any damage at all. If interchangeability was objected to the claims of the professorial staff might be met by creating on the collegiate side a post corresponding in emoluments to the Directorship. It was under contemplation to have a university in the Central Provinces, and in that case it might be possible to combine the vice-chancellorship of the university with the principalship of a college, and the vice-chancellor might also be director of collegiate education. The principal might do a certain amount of lecturing each week, even when combining the duties of a vice-chancellor, but it should not be made essential that he should have any teaching duties.

84,643. His college was affiliated to the Allahabad University. The Intermediate examination of the Allahabad University was about equivalent to responsions at Oxford. The B.A. standard of Allahabad corresponded roughly with the pass examination of Oxford, and the M.A. Honours of Allahabad approached the Honours examination at Oxford.

84,644. (*Lord Ronaldshay.*) The lowest grade of deputy inspectors was paid Rs. 125 and there were two other grades, one of Rs. 150 and the other of Rs. 200. They did not correspond with the deputy inspectors in Bombay.

84,645. (*Mr. Sell.*) He would not advocate interchangeability if the standard of university education was raised, because then possibly an inspector might not be qualified for professorial work. If the age of matriculation was raised by two years the whole standard of University education would go up.

84,646. The teaching work of European and Indian professors was the same, but there were other necessary duties outside the lecture room, for instance on the playing-fields and in general intercourse with students, and in that respect European were better than Indian professors.

84,647. It was proposed that a number of head masterships should be created, and that would supply a reserve for inspectorships, but he was unable to say what the number would be.

(The witness withdrew.)

Professor M. Y. Dole, Government College, Jubbulpore.

*Written Statement relating to the Education Department by the Professors of the Government College, Jubbulpore, and the Victoria College of Science, Nagpur.**

84,648. We, the undersigned members of the Provincial Educational Service, Central Provinces, most respectfully beg to submit the following memorandum, setting forth our views on the points detailed in the Notice sent to the Hon'ble the Chief Commissioner, Central Provinces, by the Joint Secretaries of the Public Services Commission along with their letter No. 36—C, dated the 8th February, 1913.

Firstly, we beg to be permitted to present a brief resumé of the past and present conditions of the Provincial Educational Service of these Provinces in order that the Commission may see the very great disadvantages under which the Provincial Educational Service has been labouring until now.

The Provincial Educational Service was organised in the year 1897, and the scale of salaries adopted in the Presidencies of Bengal, Madras and Bombay for the different grades was Rs. 700, 600, 500, 400, 350, 250 and 200, with slight variations. No change was then made in these Provinces in the existing scale of salaries, which was very meagre. There were only three grades of Rs. 300 to 400, 200 to 250, and 150 to 200, open to the Professorial Branch of the Service. The only post in the highest grade of Rs. 500—700 was reserved for an Inspector of Schools, to which Professors could not aspire without giving up their own line. As a matter of fact, beyond the mere change of name, no material change was effected in the condition of the Service, and the Provincial Educational Officers remained exactly in *statue quo ante*. The inadequacy of their pay has long been recognised, and in 1904 a new grade of Rs. 250—300 was created. On the other hand, another grade of Rs. 100 to 200 (which was even lower than the lowest of the previously existing grades) was created in the case of two posts sanctioned for the Victoria College of Science in the year 1907. With these slight changes, the condition of the Provincial Educational Service of these Provinces remained unaltered for over two decades.

In 1908 the Professors of the Government College, Jubbulpore, who constituted the major portion of the Provincial Educational Service, addressed a memorial representing their grievances to the Director of Public Instruction, which was submitted to a Committee that was appointed by the Local Administration to formulate a scheme for improving the condition of the Provincial and Subordinate Educational Services. The scheme which the Committee proposed was accepted by the Local Administration and forwarded to the Government of India. But we regret to say that the latter, while they have sanctioned that part of the scheme that concerns the Subordinate Service, have not yet seen their way to sanction that part which concerns the members of the Provincial Educational Service.

In July, 1911, a Training College for Teachers was opened in Jubbulpore, and four chairs in the Provincial Service were sanctioned for it. A new grade of Rs. 200, rising to 500 in 15 years, was created for them, while the status of the older members of the Service remained unaltered. This was anomalous, and, because it was so, it was most confidently hoped that the improvement of the older branch of the Service would not be delayed much longer. As time rolled by and this hope was not realised, but, on the contrary, a communique published by the Government of India made it clear that no action could be taken in the matter until the Public Services Commission had made their report, the Professors of the Jubbulpore College submitted fresh memorials, through the Director of Public Instruction, to the Hon'ble the Chief Commissioner, praying that temporary relief might be given to them until the Commission made their recommendations, and these were given effect to. No action could, it appears, be taken on these memorials, and though the Local Administration had done all it could, for which the Professors are extremely thankful, the action of the Government of India in allowing this important matter to stand over has led to the continuance of a grievous anomaly only too long. The Professors of the Training College who have been appointed within the last two years are now much better off than several older members of the Provincial Service, and will in a little more than two years be better off than most of them. But the older members of the Service who have worked so long and on most inadequate salaries have to be content to work on the same salaries until such time as the Commission shall have made their report and their recommendations are carried out.

In the first memorial above referred to, the prayer of the Professors was based not on what they thought they could justly have claimed, nor on what the changed conditions of living made necessary, but on what was considered obtainable in the then existing circumstances. But since this memorial was submitted, the Local Administration themselves have practically recognised the inadequacy of the present salaries in the case of several Provincial Services, and the unsuitability of a system of graded posts, especially in a comparatively small Province like the Central Provinces, by reorganising the Forest and Engineering Services, and by introducing the time-scale of pay into the Provincial Educational Service posts created in 1911 for the Jubbulpore Training College.

84,649. **(IV.) Conditions of salary.**—It is admitted on all hands that the Provincial Educational Service is the least attractive of all Provincial Services, and we therefore submit that the pay and prospects of the Educational Service Officers should not be less than those of other services.

Having regard to all these considerations and to the fact that the scale of salaries that will now be recommended will hold good for a considerable time to come, we beg to submit that the scale of salaries of the Provincial Educational Service should not be lower than what we propose in the sequel.

Every Provincial Educational Service Officer should start on Rs. 200 per mensem and rise by annual increments of Rs. 40 to Rs. 800 per mensem in the course of 15 years. Thereafter, there should be two grades—one of Rs. 850—50—1,000, and the other of Rs. 1,000—100—1,200, to which selected men should be promoted, the total number of posts in these two grades being 20 per cent. of the whole cadre, of which two posts should be carried to the highest grade. We beg to observe that we have reckoned the number of posts in the highest grade (*i.e.*, two) on an approximate cadre of 40.

We further beg to submit that the posts in the higher grade may be distributed in due proportion between the Professional and Inspection branches of the Service, so that it should be possible for the Professors to rise to the highest grade in the service without having to change their line. We solicit the Commissioners' special attention to this point.

We have dealt with this question of salary first, because we considered it the most important of the various heads of reference. We beg leave now to make a few suggestions on the remaining heads.

84,650. **(I.) Methods of recruitment.**—Recruitment to the Provincial Educational Service should, as a rule, be by direct appointment, wide publicity being given to vacancies so as to attract the most capable men from any part of India, but we beg to emphasise the principle which, no doubt, is accepted even now that, consistently with efficiency, preference should always be given to a man from our own Provinces. It should be at the discretion of the Local Administration to appoint to the service members of the subordinate service of approved merit and experience.

84,651. **(II.) System of training and probation.**—At present officers are appointed to the Provincial Educational Service on two years' probation, and we consider the principle to be sound.

84,652. **(V.) Conditions of leave.**—As regards leave rules, we submit that facilities might be afforded to enable officers of the Provincial Educational Service to visit foreign countries for purposes of study.

84,653. We elect Mr. M. Y. Dole, Professor, Government College, Jubbulpore, as our representative.

* Namely: Messrs. M. Y. Dole, T. K. Buxy, K. K. Bernard, Sadasheo Jairam, B. C. Watchmaker, Dwarka Prasad, A. N. Shrouti and T. V. Mone, Professors, Government College, Jubbulpore; and M. L. De, Professor, Victoria College of Science Nagpur.

Professor M. Y. DOLE, called and examined.

84,654. (*Chairman.*) The witness had been for twenty-eight years in the provincial educational service of the Central Provinces, and was now Professor of Physics at Jubbulpore. He represented both the collegiate and the inspectorate branch.

84,655. The chief request was for increased salaries and the abolition of the distinction between the imperial and provincial services. In the new service, whatever it might be termed, officers should be promoted from the lower to the upper division on their merits. It would not be necessary that they should have a European training, as there were men without this now in the service, who were almost as good as those who had had such a course. The Jubbulpore College was staffed by eight professors of the provincial and three of the imperial service, and the provincial service men were all doing the same work as the imperial men, as far as teaching was concerned. There were two Professors for History, one in the provincial and one in the imperial service, and they taught the same classes, except that one took modern and one ancient history. The provincial service professor taught right up to the B.A. standard. There were also two Professors of Philosophy who taught the same classes. There was only one professor in each of the other subjects. The Professor of English assisted the Principal in teaching English, and the Mathematical Professor in teaching Mathematics. The officers desired to see one service, but the European Professors should receive foreign service allowance, so that the ratios between the emoluments of the Europeans and Indians would be as three to two. If a professor in the provincial service received Rs. 1,000 the corresponding European professor should receive Rs. 500 more. If that were done the officers in the service would feel quite contented.

84,656. There were no assistant professors in the provincial service except two in the Victoria College of Science, Nagpur, and there was no reason for dividing the provincial service into two classes. Length of service and the corresponding difference in salary was a sufficient distinction. As the college developed, assistant professors might have to be provided, but the distinction would be one of seniority only. There would be no objection to junior professors confining themselves to junior classes, and senior professors to senior classes, provided the junior professors were eligible for promotion to senior professorships.

84,657. (*Sir Theodore Morison.*) The whole of the service would be quite satisfied if Europeans received 50 per cent. addition to their salary in the shape of a foreign allowance, but identical salaries should be paid in cases where there were Indians who had a world-wide reputation.

84,658. (*Mr. Sly.*) For the collegiate branch of the service recruitment need not in every case be direct, as where there were members in the lower service fit for promotion they could be promoted. Inspectors should all be promoted from the lower service, and there should be no direct recruitment at all. Headmasters and Deputy Inspectors should be promoted to assistant inspectorships and Assistant Inspectors to inspectorships. Deputy Inspectors had not reached a high enough standard to form material for Assistant Inspectors at present except in a few cases, but if there was a prospect of being promoted to the higher ranks qualified men would enter.

84,659. (*Mr. Fisher.*) No provincial service professors in the Jubbulpore College had European qualifications. Some of the students had gone to England for the purpose of becoming barristers. Very few of the students entered the educational service, as it was not at all attractive to them. Some of his own students were now getting Rs. 600 in other services, whereas his own salary was only Rs. 400.

84,660. (*Mr. Madge.*) The superior service should be divided into two compartments, the professorial and the inspecting, and officers in one branch should not be transferred to the other, except in the early part of their service, and then only if the officers themselves desired it. The corresponding grades of salaries in the two branches should be the same, and the number of higher posts should be proportionate to the cadres of the two branches.

84,661. The professors in the training college were better off than the older members of the Provincial Service. The training college was created only two years ago, and the professors were taken from the subordinate service, and received a pay on a time-scale from Rs. 200 rising to Rs. 500 in fifteen years, whereas the pay for the older professors was Rs. 150 rising to Rs. 200, and Rs. 200 rising to Rs. 250, so that the professors appointed five years earlier were getting Rs. 200 and those appointed two years ago were getting Rs. 240.

84,662. (*Sir Valentine Chirol.*) He would approve of a suggestion that, when an officer had been selected from the inferior service for promotion to the superior service, he should be sent on deputation to Europe for a year, if he was young enough to benefit by European training. About thirty years of age was a good time to go to Europe.

84,663. (*Mr. Sells.*) The officers of the Provincial Service considered that the age-limit for recruitment should be extended to thirty. If a man entered the service at thirty years of age he would be liable to retire after twenty-five years' service, which was quite long enough to qualify for full pension. Extensions might be given to men who were well qualified to stay on.

84,664. The raising of the status of the Provincial Service had been postponed in consequence of the appointment of the Royal Commission, and officers asked that retrospective effect should be given to any recommendations made by the Commission in the case of such officers as had suffered by the Commission's appointment.

(The witness withdrew.)

At the India Office, London, Monday, 4th May, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
FRANK GEORGE SLY, ESQ., C.S.I.
JAMES RAMSAY MACDONALD, ESQ., M.P.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E.
R. R. SCOTT, ESQ. } (*Joint Secretaries*).

M. C. SETON, ESQ., Secretary, Judicial and Public Department, India Office.

Written Statement relating to the Indian Educational Service, being extracts from a Memorandum on appointments made by the Secretary of State for India in Council.

84,665. Under the existing procedure, which has been in force since March 1910, the duty of recommending candidates for appointment to the Indian Educational Service is entrusted to a Selection Committee which is made up as follows:—

(i) The Director of Special Inquiries and Reports at the Board of Education as Chairman, and the Assistant Director as Secretary, of the Committee;

(ii) A permanent representative of the India Office, usually the Secretary in the Judicial and Public Department, and in his absence the Assistant Secretary or a senior member of that Department;

(iii) A permanent representative of the Scotch Education Department;

(iv) An occasional member selected on account of his local knowledge, *e.g.*, a member of the Indian Educational Service or Indian Civil Service who is on leave or recently retired (on occasion, a member of the Council of India); and

(v) An occasional member or members selected by the Board of Education on account of special knowledge of the branch of education with which the particular appointment is concerned.

As regards (iv) Governments in India have occasionally, in notifying vacancies, given the names of experts with local knowledge who can be asked to join the Selection Committee; and among those who have acted in this capacity may be mentioned Lord Sydenham and the following Directors of Public Instruction on leave or recently retired:—

Mr. E. Giles, C.I.E. (Bombay).
Sir A. Bourne, K.C.I.E. (Madras).
Mr. S. C. Hill (Central Provinces).
Mr. A. G. Wright (Central Provinces).

Among the experts included under head (v) may be mentioned:—

Mr. Gregory Foster (Provost of University College, London).
Sir Edward Thorpe, C.B., D.Sc., of the Imperial College of Science and Technology (Chemistry).
Professor J. B. Farmer, D.Sc., F.R.S. (Botany), and
,, Cormack (Engineering).
,, M. J. Hill (Mathematics).
,, Foxwell (Political Economy).
,, Muirhead (Mental and Moral Philosophy).
,, Trouton (Physics).
,, J. Adams (Education).
,, Carveth Read (Logic).
,, Pollard (History).
,, Minchin (Zoology), and many others.

His Majesty's Inspectors have also frequently served on the Committee.

The meetings of the Committee are held at the Board of Education.

Mr. M. C. SETON, called and examined.

84,665A. (*Chairman.*) The witness was Secretary in the Judicial and Public Department of the India Office, in which capacity he served as a member of the Selection Committee for the Educational Service.

84,666. The Chairman of the Educational Selection Committee was Dr. H. F. Heath, C.B. The machinery of the Committee was set up in 1910 and there had been no very marked alterations since that time. The Committee always tried to obtain the advice of someone who had local knowledge of the Province of India to which an appointment was being made. It was generally known in the department what senior officers were on leave, and in some cases a Member of Council, who was well acquainted with the Province or Presidency, attended the Selection Committee. Occasionally the Government of India suggested that some particular educational officer should be called in. Much depended upon the officers who were available at the time. If any responsible officer was home on leave, an attempt was made to obtain his services, but if no such officer was available, an officer who had recently retired from the Service was appointed to serve on the Committee. Whenever any special branch was in question, someone was appointed with special knowledge of that branch. The actual appointment and calling together of the Committee, however, rested with the Board of Education, and the method by which experts were obtained would probably be better explained by Dr. Heath.

84,667. He understood that the Board of Education had a very complete chain of communication with educational institutions; it was in touch with all the Universities in the Kingdom, and through His Majesty's Inspectors with secondary schools also. That close touch with educational institutions did not have the result of securing eligible candidates prior to the occurrence of vacancies, because recruitment was only made for each particular vacancy when it occurred; but candidates were very often interviewed and a note of their qualifications was taken, and if subsequently a request came from India for an officer with certain qualifications, candidates with those qualifications, who had previously been interviewed, were asked to come up again. For instance, if a vacancy occurred for a Professor of history and political economy, and a candidate appeared who was weak in history but strong in political economy, it was useful to keep him in view for a political economy position later on. When an application came from India for a Profesor of history and political economy, the Committee was sometimes in a position to recommend a man straight away, but this was not the case very often. If a man had made a very favourable impression on the Committee he might be nominated at once, but, as a rule, it was thought best to invite other candidates who had not been seen before to come up with him. A candidate might have been seen two years previously, and there would be several other candidates who had taken good degrees within the last two years, and so these also would have to be interviewed. It might perhaps be a weakness in the system that the Committee was not better furnished with names of suitable candidates when applications were received from India, but the difficulty was met, as far as possible, by making the Indian Educational Service known. Most of the University authorities were acquainted with the position, and candidates were always encouraged to send in their applications with full particulars. When a vacancy occurred, the Board of Education looked through the papers already in its possession, and if there was no very strong candidate it endeavoured to get other people to send in applications. A register was kept and it often happened that four or five people were known to be suitable.

84,668. He understood the Board of Education had in each educational centre a definite agent taking a particular interest in likely candidates, but he preferred that Dr. Heath should give evidence on that point.

84,669. He put in a list*, drawn up in his Department, of the appointments made in England since 1897. He felt great hesitation in offering any information on the results achieved by the new system, as he did not see the men at work in India, and, therefore, anything he could say would be only hearsay.

84,670. (*Lord Ronaldshay.*) A waiting list of candidates was kept by the Board of Education, to which it was possible to turn when asked to recommend an officer. The list was also drawn on for Colonial appointments, but the candidates were registered as willing to accept Indian vacancies. The list contained a good many names, but many of the men were obviously unsuitable, with very low degrees. When a candidate wrote to the India Office, his communication was acknowledged and was sent on to the Board of Education, who were asked to make enquiries.

84,671. With regard to the Education Department, the number of applicants varied very much, but on the whole he thought there was not such a good field of selection as there should be. It was putting the matter a little too strongly to say that the conditions of service were so unsatisfactory that good men did not apply, but he certainly wished to obtain a larger field than was actually obtained at the present time. There was great difficulty in filling some appointments, and his own feeling was that this difficulty was largely due to the conditions of the Service. The standard of qualifications ought to be as high as the standard for the Indian Civil Service, but prospects in the Educational Service were not so attractive as they were in the Indian Civil Service, and that reacted on the Universities. He had no personal knowledge, however, as to the state of feeling at the Universities in regard to the Educational Service.

84,672. (*Mr. Chaubal.*) On the list of candidates there were Indian applicants. Any Indian candidate in Great Britain sending in his name had his qualifications registered, and if he had a good degree he was summoned for an interview. A good many Indian candidates had been before the Selection Committee. It would be very difficult to state how many candidates actually were interviewed for any particular appointment. The Board of Education had the list and some of the men might be taken as candidates for anything that offered. He did not think the material furnished by the list he had put in would be sufficient to enable anyone to see that for a particular appointment there were so many applicants out of which only one was selected. The Board of Education could say that for a certain appointment so many candidates were considered suitable and were given an interview, and the Board no doubt could say what the merits of the other candidates were. Before a Selection Committee meeting was held, the Board of Education sent the Department a statement of the candidates they proposed to interview, and if the Department happened to know anyone else, they sometimes made suggestions.

84,673. (*Mr. Sly.*) Owing to the difficulty in recruiting candidates for the Educational Service, an officer was placed on special duty in 1907 or 1908 to enquire into the facts and encourage applications. Owing largely to the work of that officer in making the matter better known at the Universities, there had been a much larger field of selection. He could not accept the suggestion that this had come about in consequence of a lowering of the standard of qualifications. Years ago, when a very much smaller number of men was required, it was much easier to get men with first-class honours. Now, men were taken for professorships in a good many cases with a good second-class honours degree, but that was simply due to the fact that they now had to find a larger number of candidates.

84,674. It was rather difficult to indicate what conditions of service, pay, pension, furlough, &c., really influenced candidates to apply for appointments. A memorandum was given to each candidate giving all the facts and at the Selection Committee the candidate was generally asked what had attracted him to the Indian appointment, and very varied answers were received. He did not think it would be possible to make any general statement as to what really did influence them. Men came from different motives, and many were attracted by the fixed scale of pay with the certainty of a pension. The initial salary offered was probably more than a schoolmaster was drawing in England. The majority of candidates appeared to have a genuine interest in India and in the progress of education in India.

84,675. (*Mr. Macdonald.*) The Board of Education was really responsible for the list of candidates, and the function of the Committee was more to interview the men whom the Board of Education had before them; so that the method of finding the men rested not with the India Office but with the Board of Education, though, of course, if the India Office could give the Board any help they naturally did so. The suggested list was sent quite informally to the India Office, before the meeting of the Selection Committee, in time for the Department to make any additions they might desire to make. On several occasions the Board of Education had suggested that advertisements should be issued, on the ground that it was desirable to have a larger field. The India Office would be asked whether it agreed to advertising a vacancy or not. Sometimes the Selection Committee met and reported that no thoroughly suitable candidate had appeared and suggested that some other means should be taken, and then the India Office would agree to advertisement, but it was all done through the Board of Education. Before the Board of Education system was started he himself did not take much part in the selection, but as a junior official he knew something of the candidates, and he thought the Board of Education had been of very great help in making the Indian Educational Service more widely known. Being so closely in touch with academic institutions the Board had been able to advertise the Service, with the result that most tutors and professors now knew of it as a possible career for their pupils. He should like the present practice to continue, as he certainly felt that without the help of the Board the Service would do very badly. Under present conditions the fundamental trouble was that recruitment was so spasmodic. Everyone knew that there was an annual recruitment for the Indian Civil Service, but that was not the case in the Indian Educational Service.

84,676. He was inclined to think that if the monetary conditions of service in India were improved better men would be obtained, but it was very difficult to say. A man of 25 or 26 sometimes looked forward to future pay, but often he looked only to the salary he was going to obtain during the few years after his appointment. His own opinion was that the raising of the pay would enlarge the field of candidates, as the pay at present offered was not sufficiently attractive.

84,677. (*Mr. Abdur Rahim.*) The Selection Committee tried not only to obtain men who had a satisfactory academic record, but men who were likely to work well under Indian conditions and who seemed likely to be able to keep discipline in classes. The Committee, as far as possible, paid careful attention to personal qualifications. He remembered a very young man coming forward sometime ago for a Professorship of philosophy, with a very brilliant degree as far as it went, a young man who seemed to have solved to his own satisfaction all the philosophical problems in the universe. He was asked by the Selection Committee whether he took any interest in Indian philosophy, and it turned out that he had once read a shilling handbook on the subject and had made up his mind that there was nothing in Indian philosophy. The Committee made up their minds that he was not the man for India. The man required was one who showed some enthusiasm for his work, though mere enthusiasm was not a sufficient qualification. When the candidates came forward they were asked as to their practical experience and their degrees and, generally, why they wished to go to India, and the Committee tried as far as possible to see what kind of man they had before them. The Board of Education, in its departmental capacity, merely registered the applications, but Education Office officials might or might not have seen the

* *Vide* Appendix XV.

candidates previously. The responsibility for the choice was left entirely to the Selection Committee, of which Dr. Heath, the head of the Department of the Board of Education dealing with such matters, was Chairman.

84,678. When a professor was required for a particular subject, it was impossible to insist on original research work, as the men were too young, as a rule, to have done anything important in that way, though many of the candidates had published something. Occasionally men came up who had actually a reputation and who were very well known. Except in those rare cases the main criterion was the candidate's practical experience in teaching. Most of the men who came up for professorships had experience in teaching; they had very often been masters in secondary schools in England, although sometimes their experience was limited to tutorial work. Occasionally they had lectured. That was the great difficulty which arose in connection with Indian candidates, that it was almost impossible for a young Indian candidate with an English degree to have acquired any practical experience in teaching, and he was undoubtedly handicapped in that way. He had known that tell against a candidate with a rather better degree than was possessed by a man who was chosen because he had had a good deal of practical experience of teaching. It was a difficulty which reacted on the chances of Indian candidates and one he wished to emphasise to the Commission, though he did not see any way out.

84,679. If a man was required for teaching history, he would be asked what kind of teaching he had done and the periods of history taught, &c., and very often men came forward who had been teaching history in a sixth form, amongst other subjects. The Selection Committee would insist on some special knowledge of history, but they would not have before them many candidates who had been giving the same kind of lectures in an English school as they would be required to give in an Indian college. The main value of insisting on practical experience was that it showed whether a candidate was capable of handling a class of students and of imparting information in a way pupils could understand.

84,680. He could only recall the case of one unsuccessful Indian candidate with an exceptionally brilliant career, but in that case the post was obtained by a candidate who had taken first-class honours. The Indian candidate was still on the list. There was another Indian candidate who had taken degrees in various subjects, but the impression he made on the Committee was that he had somewhat dissipated his energy.

84,681. (*Sir Valentine Chirol.*) On the Committee of Selection there was always an ex-member or member of the Service, and as a rule the ex-member was a man with recent experience. The candidate was invariably asked whether he had any questions to put to the Committee, and very often he put questions which enabled the Indian officials to tell him a good deal about the subject. Every opportunity was given to candidates to obtain information about the Service, and the candidate often applied for information to the India Office, and was shown recent Calendars and recent Reports on Indian Education and given all the information possible. But it was quite conceivable that a man might land in India knowing very little about it, as the ignorance of candidates with regard to India was very great. The curiosity of candidates varied very much. Some men were naturally anxious to find out everything possible, while others seemed to take it for granted that they had a general idea of what they had to face and did not ask any questions. It was the latter class, he thought, that might be disappointed when they reached India.

84,682. (*Sir Murray Hammick.*) There had formerly been some ground for complaint that applications from India generally left too little time for due consideration of the candidates, but notice had been taken of that, and things had improved. Applications had occasionally been received from India during the long vacation, when it was impossible to lay hands on candidates quickly. As a general rule it was not easier to find suitable candidates for special appointments, such as science professorships, than for general educational work, such as inspectorships and headships of schools. A man very often appeared who had strong specialist qualifications, and who did not seem at all the kind of man who would be of value in India. A man with special qualifications might be lacking in general culture, knowledge of the world, and so on.

84,683. Opportunities for research played a great part in the motives which led a man to take up a professorship in science, particularly in botany, but the same thing did not apply to men who went out to India as inspectors or heads of schools. From time to time enthusiasts in the cause of science came forward, but he thought the chief reason that made candidates wish to go to India was the small market for scientific posts in Great Britain. A man might have a very good qualification in some particular branch of science and might find that an Indian appointment was more attractive and gave him greater opportunities than anything he could get in England; and a man who went out to teach philosophy or history was sometimes very much interested in philosophy and Indian history and did some original work.

84,684. To a great extent the Committee had already informally separated off lectureships and headmasterships from special appointments such as professorships of philosophy and physical science, but he did not know what effect a formal separation would have. An all-round man might make a good inspector but not be qualified for a particular professorship, and for that professorship the Committee would look for a somewhat different type of man. The Committee made a point of warning men that they were liable to be used in other ways than as professors.

84,685. It was very difficult to tell whether an increase of pay would have much effect on the individual candidate, but it would probably have a good deal of effect on his tutors and relations, who looked further forward than the young man himself.

84,686. (*Sir Theodore Morison.*) It was not a fact that every candidate whose name had been sent in to the Board of Education had his papers sent before the Selection Committee, and that every member of the Selection Committee had an opportunity of saying which candidates he thought ought to be called for an interview. Every candidate who sent in an application did not necessarily have his papers circulated to every member of the Selection Committee. For instance, a man might have applied with a third-class degree and his papers would not necessarily be submitted. The Board of Education brought to the notice of the Committee all the people whom they thought likely to be good candidates. Generally, six or eight candidates were interviewed. The Board of Education sent the witness every paper beforehand, and he went very carefully through them. He desired to guard himself from saying that every member who was asked to serve on the Selection Committee—as for instance the Professor of Mathematics of University College—only saw the papers of candidates whom he was going to interview. The Selection Committee had an opportunity of insisting that any candidate whose name had been sent in should be seen, and he felt sure that individually he himself saw the papers of all the possible candidates, but he could not state definitely that the Board sent him all the papers it received. At one time or other he was allowed by the Board of Education to see the papers of every candidate who had applied, but he could not say that he saw them in connection with every post.

84,687. (*Mr. Macdonald.*) A man who applied to the Board of Education with a third-class degree, *primâ facie*, would not have much chance of being appointed to a professorship, but with good practical experience he might be eligible for an inspectorship or headmastership. His impression was that the papers of such a candidate would certainly be sent to him in some connection, but possibly not in connection with the particular professorship for which he was a candidate. It very often happened that the Board of Education wrote to him and said that So-and-so did not seem qualified for a professorship but might be borne in mind for an inspectorship, and they sent on the papers and he went through them. It was, however, more a question for Dr. Heath, of the Board of Education, to answer.

(The witness withdrew.)

At the India Office, London, Thursday, 7th May, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
SIR THEODORE MORISON, K.C.I.E.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, ESQ., C.S.I.
ABDUR RAHIM, ESQ.
FRANK GEORGE SLY, ESQ., C.S.I.
HERBERT ALBERT LAURENS FISHER, ESQ.
JAMES RAMSAY MACDONALD, ESQ., M.P.

M. S. D. BUTLER, ESQ., C.V.O., C.I.E.
R. R. SCOTT, ESQ. } (*Joint Secretaries*).

H. F. HEATH, Esq.,* C.B., called and examined.

84,688. (*The Chairman.*) The witness was Chairman of the Selection Board for the Indian Educational Service. This was appointed by the Secretary of State for India, and inaugurated in March 1910. The principles of its construction had not been altered since. It was now a Standing Committee, but there were personal changes according to the particular posts which had to be filled. Certain members were permanent, whilst others were co-opted for specific purposes.

84,689. When a post fell vacant in India, the India Office informed the Board of Education. He was not sure whether the India Office communicated direct with the Scottish Education Department, but if they did not the Committee approached them. The two Education Departments did the whole of the preliminary work of advertising, subject to the approval of the India Office. The advertisements were always submitted to the India Office, and the newspapers or journals in which they were made were agreed to by the India Office. The Selection Committee was only the agent of the Secretary of State.

84,690. The ordinary procedure was for the Committee to receive the announcement from the India Office, and if there were any doubts as to the nature of the qualifications required in the candidates these were first cleared up. Then an investigation was made into the claims of the 3,000 applicants, whose names were registered for appointments in India or other parts of the Empire. This seemed a large number, but it was not so difficult to deal with as would at first sight appear. In the first place the 3,000 fell into two broad classes, according as the Committee had or had not been in touch with them during the last two years. In the latter category would fall about 500 names, and they were ordinarily excluded at once, leaving 2,500 to be considered. But these were for all kinds of appointments, and were speedily narrowed down by a consideration of the class of man wanted. For example, different sorts of men were needed for headmasterships, inspectorships, specialists in English, history, or science, &c.; so that by the time the sorting-out process had been finished the number of possibilities was not large. Whatever the number anyone on the list, who seemed at all possible, received a notice of the vacancy, and was given an opportunity to become a candidate for the post.

84,691. At the same time the announcement of the appointment was circulated to a number of persons who were likely to know of suitable candidates, quite independent of those on the list. The number of such persons varied from 70 to 90. They included certain dons at Oxford, the Appointment Boards of Oxford and Cambridge and other Universities, certain professors of English literature, history, and other subjects, numerous headmasters of schools, who might have on their staff men of the right kind, secondary inspectors of the Board of Education, &c. Similar steps were taken in Scotland by the Scotch Education Board.

84,692. This led to a certain number of candidates coming forward in addition to those taken from the original lists. If the resulting field was unsatisfactory the India Office was asked for permission to advertise. Otherwise the Board proceeded to a selection on the material available. In the first place the names were carefully gone over by the Secretary to the Committee and any officer of the service from India who happened to be in England, and who had direct interest in the appointment. They narrowed down the list to a number suitable to be interviewed, and the men so selected appeared before the Committee.

84,693. There was no direct evidence that the Indian Educational Service was unpopular, but this might be inferred from various facts. For instance, there was very great difficulty in complying with the requirements of the Indian Government. For all the more important posts men were asked for with first-class Honours, and it was rare indeed that such men could be obtained. Again, in order to tempt men of some standing in their profession, it had been necessary at times to get sanction for a higher initial salary than that laid down in the rules. He had a complete list of all the appointments made since the year 1909 which he would put in† and had been surprised to find how increasingly few men were coming from the Universities of Oxford and Cambridge. The large majority of the men now appointed, and an increasing majority, were from the Scottish and provincial universities, but even from these the Committee often failed to obtain a first-class man. To a certain extent this difficulty was being experienced in the United Kingdom also. Professor Burnet had recently pointed this out in a pamphlet, which showed that out of 24 men who had taken first-class Honours at St. Andrews during the last 14 years only one was teaching in a secondary school in Scotland. It had also been asserted by an authority at Oxford, who was in a position to know the facts, that of the men of whom he had knowledge who had recently taken a first, second, or third in Greats or in history only 31 were willing to look at teaching posts of any kind. None the less, from the evidence which had reached him as Director of Special Inquiries at the Board of Education, he was inclined to think that there were special difficulties in getting men for India, and that there was ground for believing that the Educational Service of that country was not as attractive as it used to be.

84,694. The present machinery was probably as perfect as it could be, and he had no alteration to suggest. The more the Committee could hear from individuals who were interested in young men the better; and they did everything possible in this direction. The Committee was also always glad to get information about the conditions in India. The

* This witness did not submit a written statement.

† *Vide* Appendix XVI.

Government of India had recently asked the provincial Governments to supply fuller information, and this had been most useful. It had also been found most helpful to invoke the co-operation of members of the Indian Educational Service, who were on leave in England.

84,695. Some Indians were on the Education Department's List, but not a large number, as there were only a few such who made application in England. The List was made up irrespective of race. It was only necessary for a candidate to be a British subject.

84,696. (*Sir Murray Hammick.*) Until recently it had been hard to get headmasters, but since the salaries offered had been raised less difficulty had been experienced. The number of inspectorships dealt with by the Selection Board was relatively small, and it would be unsafe to draw any positive conclusions from the present experience. Since the end of 1910 the Board had been asked to recruit only six men inspectors. It was easier on the whole to recruit for special professorships of a scientific and technical kind than for the general educational service. On the other hand it had to be remembered that for the special posts the initial salaries were usually higher.

84,697. (*Sir Valentine Chirol.*) He could not say whether the men appointed as the result of advertising were as satisfactory as those taken from the List. Some appointments for special posts naturally had to be advertised. For instance, on several occasions a cotton or a weaving expert had to be recruited, and for this it was almost necessary to advertise.

84,698. It was very rare for candidates to ask for information as to the general conditions of educational work in India. The curiosity of candidates with regard to such points varied greatly. But when the candidates were interviewed they were told as far as possible what the conditions were in India.

84,699. There were, of course, occasions when there did not happen to be in England any official connected with the particular province or institution under discussion, who could attend the Committee, but efforts were made to avoid this, and he could only remember two or three such occasions. Even so he found that the amount of interest taken by candidates in the special information available was uncertain.

84,700. The Selection Committee did not enquire into the social antecedents of candidates.

84,701. He had heard from officers, who had returned on leave, that they were disappointed at not enjoying the same position in India as members of the Civil Service. One distinguished educationist, a Craven scholar and a double first at Oxford, had told him that he objected to finding himself in an inferior position to men who at the University had been in an inferior position to himself. But he could not say that this represented more than a personal feeling, because the officer in question was not altogether suited to the service.

84,702. It was true that in Great Britain there had been a general decrease of popularity in the teaching profession, and the little information he possessed seemed to show that that was the case in India also.

84,703. (*Mr. Abdur Rahim.*) The India Office communicated to the Selection Board the requirements of each post, and if teaching experience was desired that was borne in mind. But if the Board could not find a suitable man with teaching experience they would be free to suggest the name of an otherwise qualified candidate. For headmasterships and training college appointments teaching experience was necessary. In the case of an English candidate such experience would be confined to England, but in the case of a colonial candidate it might be colonial experience, and in the case of an Indian candidate Indian experience. The Committee had actually recommended to the Secretary of State an Indian candidate who had had experience of teaching in India and who had been appointed. The case was that of a student who had taken his degree in India and had then come to England for advanced study and research. There he had become known to the University authorities. His name was sent to the Committee by the University authorities when they were informed of a vacancy.

84,704. The number of Indian candidates coming before the Committee was limited. There had been applications from candidates in India with Indian degrees, and in such cases, acting under instruction from the India Office, the Committee had always replied that application should be made in India. The Committee was prevented by the terms of their appointment from considering candidates whom they had not seen, and therefore candidates in India could not be dealt with.

84,705. The teaching experience required was usually that of secondary schools. In some cases men were asked for who had had experience of University teaching. Very frequently it was found that the teaching experience in England had been gained in secondary or other schools. If the candidate came from the Colonies the Committee would accept teaching experience in the Colonies as satisfying the rule. It was difficult for him, owing to his ignorance of Indian conditions, to say whether teaching experience in India itself would be more valuable than teaching experience in England, but it was quite clear that experience of elementary and secondary schools in England must be valuable for any part of India if only because the history of education in England was so much older than it was in other parts of the Empire.

84,706. No Indians had been co-opted on to the Selection Committee. So far as the representatives of India were concerned the Committee was dependent on the India Office. It was difficult to say whether an Indian would be of any use in advising the Committee, but he could believe that an Indian with the right experience might be very helpful. The composition of the Committee was published in the Report of the Imperial Education Conference, 1911.

84,707. (*Mr. Fisher.*) When a post became vacant in an Indian college, occasionally a letter was received from the Principal of the college to explain the kind of man required. Such communications were of a personal character and were helpful, but they were not usual. He welcomed as much knowledge as he could get. In many cases the person who could give the best information was the Principal of the college concerned, but it sometimes happened that he was not available when the actual appointment was being made. Hitherto, in the case of college appointments, the Committee had relied chiefly on the presence on the Committee of someone attached to the college.

84,708. It would be valuable if from time to time a member of the Committee could be sent out to India to see all the colleges and to make personal acquaintance with their staffs, but as the Committee was at present constituted the only officer who, by virtue of his post, was a permanent member of the Committee was the Director of Special Enquiries and Reports. It would very greatly facilitate his labours as Chairman if he had more knowledge of Indian conditions. At present his knowledge was second-hand. Only lately he had been greatly assisted by the fact that the Secretary to the Committee was an Indian Education Officer, who had come into the Board's service and was able to give first-hand knowledge, but at present there was no one who had such knowledge of India. That knowledge might be gained either by the Chairman having an opportunity of seeing Indian conditions or by the Secretary to the Committee always being a man who had been in India. There were obvious difficulties in the latter case, as the Secretary was an official of the Board of Education of England and Wales.

84,709. (*Mr. Sly.*) For each appointment the Committee received from the India Office a statement of the qualifications required in the candidate. This was no doubt derived from information supplied by the principal of the College through the Provincial Government to the Government of India.

84,710. From time to time the Committee had to recommend men for temporary appointments in the Indian Educational Service. It was easier to fill temporary appointments, as the ordinary conditions could be relaxed. For example, if a man was only being appointed temporarily, a lower degree could be accepted.

84,711. He could express no opinion as to the value of short term appointments to the education service as he had nothing definite to go upon. It was obvious

that if officers were sent out of England for five or ten years, and then had to come back and begin again, it would tend to discourage men from coming forward, though there might be exceptional cases of individuals who were engaged in a particular line of work and who would welcome a short period of service in India. Speaking, however, of the service as a whole he thought the tendency of such a plan would be to discourage applications.

84,712. It was difficult to draw a comparison between the attractiveness of appointments in India and in the Colonies. Many candidates would not think of India at all because of the climate. There was an increasing number of men willing to consider employment in a temperate climate, but not prepared to go to a tropical climate. If the education department in India were made more attractive, there would no doubt be a larger number of good men who would be ready to enter it.

84,713. (*Mr. Chaubal.*) It might be that the committee would recommend a man for a headmastership whom they would not recommend for a professorship or inspectorship, but there were also men whom he should be prepared to recommend for any one of the three, and others whom he would recommend for two out of the three. Speaking from experience in England, he thought a headmaster would be likely to make a very good inspector. He had also known of headmasters in England who had become professors.

84,714. It might be that circumstances were such that, even if the salaries of professors were increased, exactly the same class of candidate would be obtained as was obtained now, but it was difficult either to endorse or criticise such a statement. It was obvious that the number of persons available at any one moment with a particular kind of qualification was limited.

84,715. At present the salaries were absolutely higher in India than in England for the same class of officer, but he was not sure that they were relatively higher. A comparison in money was not a true measure of the relative attractiveness of posts. When a man left his country he expected a higher salary because his expenses were higher.

84,716. (*Sir Theodore Morison.*) The representative of the India Office would not ordinarily see the candidates who were ruled out on the ground that they were obviously unsuited for the work. For instance, the papers of a candidate of 50 would not go before the representative of the India office. But in all cases where a representative of the Indian Educational Service directly concerned with the appointment was co-opted as a member of the committee he would see the whole list before anyone was excluded. It was not always possible to get such a man. The full list was not sent to the India Office because the object of the committee was to sort out candidates in the light of their expert knowledge. But the committee constantly interviewed candidates who had scarcely a sporting chance of being appointed.

84,717. When the register and the advertisements failed, no application was made to scholastic agencies. There were obvious difficulties in a Government department doing so. In the first place, the agencies charged a fee, and there was no control over the way in which they dealt with the appointment or over the things which they said to the candidates. If, however, a man was found from a scholastic agency, the Selection Committee would see him. The amount of information given to a candidate varied directly with his initiative in asking questions.

84,718. It was true that an Indian, whose name was on the roster, might not have the opportunity of being interviewed on account of no vacancy occurring during the time he was in England. At the same time, although acting *ultra vires*, he or the Secretary had on several occasions interviewed such Indian candidates although there was no post suitable for them vacant. If power were given to the committee it would be possible to interview candidates when there was a chance of seeing them, although there might be no posts vacant for which the candidates were qualified. That, however, would not solve the difficulty, because a post for which a candidate was qualified might not occur for another two years, and when the vacancy occurred the committee might be differently constituted, and this would throw upon the Chairman the responsibility of guiding the committee in connection with a candidate who might have been seen a long time before. The present system might work hardly on an Indian candidate, but he understood that a candidate who was temporarily in England was expected to make application in India on his return and that appointments might be made without reference to the committee at all. Unless there happened to be a vacancy while he was in England it was not possible to bring him into competition with the English candidate on equal terms. The committee were only empowered to interview candidates in connection with vacancies referred to them by the Secretary of State and had no roving commission to find candidates for the service.

84,719. (*Sir Valentine Chirol.*) He was not aware of any case where the Secretary of State had not accepted the recommendations of the Committee. There was, of course, a medical examination, and thus a considerable number of selected men failed to pass. He was afraid that was partly due to the fact that they were young men of small means who had had to work very hard at the university and had lost their health in consequence. Eight well-qualified men had been lost within the last 15 months.

(The witness withdrew.)

LIST OF APPENDICES.

I.—Statement to show the experience enjoyed by some of the Professors recruited in the Indian Educational Service, 1912-13.
II.—Statement to show the special arrangements in force on the 31st March, 1912, for dealing with the education of Muhammadans.
III.—Statement showing the size of classes taught by each member of the Staff in the Principal Colleges of the Punjab during the latter half of 1913 (omitting the less popular elective subjects, and colleges with no class exceeding 40).
IV.—Letter from the Chief Secretary to the Government of the Punjab, No 1723 (Home-General), dated Lahore, 27th October, 1913.
V.—Memorandum embodying the views of the Government of the United Provinces of Agra and Oudh on the Educational Services.
VI.—Memorandum prepared by the Government of Bengal relating to the Education Department with Minute of Dissent by the Honourable Nawab Syed Shamsul Huda.
VII.—Memoranda prepared by the Government of Bihar and Orissa relating to (1) The Indian Educational Service; and (2) The Provincial Educational Service.
VIII.—Memorandum prepared by the Assam Administration relating to the Educational Services.
IX.—Note, dated the 9th April, 1913, by the Honourable Sir Archdale Earle, K.C.I.E., Chief Commissioner of Assam, on the Educational Services.
X.—Memorandum prepared by the Government of Burma relating to the Education Department.
XI.—Memorandum prepared by the Government of Madras relating to the Education Department.
XII.—Memorandum prepared by the Government of Bombay relating to the Education Department.
XIII.—Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Education Department.
XIV.—Statement, with details by Provinces, of Civil Appointments on Rs. 200 and over held by Europeans, Anglo-Indians, and Indians, on the 1st April, 1913, in the Education Department.
XV.—Statement regarding appointments to the Indian Educational Service made by the Secretary of State (including temporary appointments). Temporary appointments made by the Government of India not included.
XVI.—List of Appointments made in the Indian Educational Service after recommendation by the Selection Committee.
XVII.—Regulations relating to appointments to the Indian Educational Service.
XVIII.—Officials and Non-Officials who furnished written evidence to the Royal Commission in connection with their enquiry into the Education Department but who were not orally examined.

APPENDIX I.

(Referred to in paragraph 82,622—Mr. Sharp's Evidence.)

Statement to show the experience enjoyed by some of the Professors recruited in the Indian Educational Service, 1912-1913.

Name.	Post to which appointed in India.	Degree.	Previous Experience.
A. P. Cox	Professor of History ...	Historical Tripos, Cambridge ...	Teacher in Nelson College and Christ's College, New Zealand, and at St. Paul's Preparatory School, West Kensington, 1904-1906, and 1908-1909. Also tutorships with sons of H. Buchanan, Esq., the Princess Murat and the Duchesse d'Elchingen.
H. L. O. Garrett ...	Ditto ...	Classical honours, Cambridge B.A., 2nd class and M.A.	Teacher at "the Lodge," Barbadoes, for 4 months, and at Queen's College, Hongkong (latterly on £360-480), 1904 to end of 1912; also junior lecturer at Hongkong Technical Institute.
J. E. Parkinson ...	Vice-Principal, Central Training College, Lahore.	Natural Science Tripos and M.A. Cambridge. Board of Education certificate, 1st class diploma in history, theory and practice of education, Cambridge.	Pupil teacher, Burnley Board School, 1900-1903. Form master, Boys' Modern School, Leeds, 1906-07, on £120. Mathematical tutor, senior assistant master of method and senior resident tutor in City of Leeds Training College, 1907 to 1912, on £175.
R. H. Moody	Professor of Mathematics...	B.A. (5th Wrangler Mathematical Tripos, Part I., old regulations) and M.A. Cambridge.	Lecturer in pure and applied mathematics, Municipal Technical School, Romford, 1909, apparently to end 1912 on £200-250.
T. Z. D. Babington ...	Additional Professor of English.	2nd class honours, final school of English, Oxford.	Assistant under Sir James Murray on staff of Oxford English Dictionary.
G. H. Langley	Professor of Philosophy and English.	2nd class honours in B.A. in philosophy, and distinction in philosophy M.A., University College, Reading.	Form Master, Kendrick Boys' School, Reading, 1908, apparently up to appointment in India, on £150-180.
G. R. Hunter	Professor of History ...	1st class honours in history, B.A., Oxford.	Master at Cheltenham College for a very short time.
G. H. Luce	Professor of English ...	1st class in classics Tripos, Cambridge.	No educational employment. Continued to work at Cambridge for the Modern Languages Tripos, English section.
F. P. Tosteeven ...	Professor of History ...	2nd class honours, Modern History School, Oxford.	No experience.
W. S. Rowlands ...	Professor of Philosophy ...	1st class, classical Mods., 2nd class Greats, Oxford.	Master at Llandovery College for a very short time, extremely well spoken of by the Warden.
Morris Owen	Professor of Physics ...	B.Sc. of the Welsh University, with 2nd class honours. Then won research scholarship; engaged on research 1907-1909. Fellow of the Welsh University. Certificates of the Board of Education.	In addition to research 1907-1909, pupil teacher in Slate Quarries School, Festiniog, 1901-1908. Lecturer in Physics and mathematics, Technical College, Portsmouth, for four months. Research student in laboratory of Professor Du Bois, Berlin, 1909 onwards.

APPENDIX II.

(*Referred to in paragraph* 82,631—*Mr. Sharp's Evidence.*)

Statement to show the special arrangements in force on the 31*st March* 1912, *for dealing with the education of Muhammadans.*

Madras.—There are special Muhammadan inspecting officers known as Sub-Assistant Inspectors of Muhammadan schools.

The Madras Government maintain 58 schools specially intended for Muhammadans. Similar schools are also maintained by Municipalities and Local Boards.

There are four Sub-Assistant Inspectors for Muhammadan schools, not including three who are in charge of the Mappila schools in the west coast districts. Their work lies almost entirely in the supervision of Muhammadan elementary education; they inspect all Muhammadan elementary schools and control all the Government Muhammadan elementary schools in their respective ranges and conduct all correspondence relating to them. They select schools for aid, and prepare bills for payment of grants to those admitted to aid. They also occasionally assist the circle Inspector in the inspection of Muhammadan secondary schools.

The average number of Muhammadan schools under the charge of each Sub-Assistant Inspector is 303.

Bombay.—There is one special Muhammadan Deputy Educational Inspector. No schools are maintained by Government exclusively for the use of Muhammadans, though there is a normal class, to which only Muhammadan candidates for teacherships in Urdu schools are admitted. The duty of the special Muhammadan Deputy Educational Inspector is to inspect the Urdu teaching schools of the Southern Division and to advise regarding them. He has no administrative duties. He is expected to bring to the notice of the Educational Inspector of the Division any measures which, from the experience gained in the course of his inspections, he considers desirable for popularising and improving the teaching in Urdu schools. He is supplied with monthly returns from all Urdu schools, and the transfers and promotions of teachers in these schools are made in consultation with him. He is a member of the Vernacular Text-book Committee, and his opinion is obtained as to the books to be used in the Urdu schools and the curricula of such schools.

Besides this officer, there are two Muhammadan Deputy Inspectors and 24 Muhammadan Assistant Deputy Inspectors. There are 466 Urdu schools and classes maintained by Local Boards and Municipalities in the Presidency proper, besides three Madrassas in Sind, two of which are maintained from Local and Provincial funds, the third being an aided institution. All these institutions are inspected by Muhammadan officers.

Bengal.—There is a special Muhammadan Inspecting Officer in each of the following areas:—

Area.	Rank of Officer.
Burdwan Division ...	... Deputy Inspector.
Presidency Division ...	... Assistant Inspector.
Bhagalpur Division ...	... Deputy Inspector.
Patna and Tirhut Divisions...	Assistant Inspector.
Orissa Division ...	... Sub-Inspector.
Chota Nagpur Division	... Sub-Inspector.

In addition to the special inspecting staff mentioned above there are seven inspecting Moulvies, who, with the other Muhammadan members of the Subordinate Inspecting agency, assist the Special Officers in the inspection of maktabs. These special officers inspect not only Government Muhammadan schools, but all classes of institutions for Muhammadans. They also inspect Urdu and Persian classes of high schools and first grade training schools where Urdu is taught. They are exclusively employed on this inspecting work in connection with Muhammadan education.

APPENDIX III.

(*Referred to in paragraph* 83,072—*Mr. Godley's Evidence.*)

Statement showing the size of classes taught by each member of the Staff in the Principal Colleges of the Punjab during the latter half of 1913 (*omitting the less popular elective subjects, and Colleges with no class exceeding* 40).

College.	English.				Mathematics.						History.				Persian.				Physics and Chemistry.	
					Pure.				Applied.											
	1st year.	2nd year.	3rd year.	4th year.	1st year.	2nd year.	3rd year.	4th year.	3rd year.	4th year.	1st year.	2nd year.	3rd year.	4th year.	1st year.	2nd year.	3rd year.	4th year.	1st year.	2nd year.
Government College, Lahore	162*/2	127/2	101	121	120/2	122/2	34	26	49	39	31	20	35	33	31	37	10	7	90†	99
Forman Christian College ...	167/2	142/2	145‡	125	164/2	150/2	30	50	39	53	55	50	74	53	82	70	42	35	89	80
Dayanand Anglo-Vedic College.	319/4	369/4	125	106	319/4	369/4	20	25	50	72	142	168	71	53	158	204	30	18	102	141
Dayal Singh College... ...	196/2	178/2	53	86	113/2	159/2	15	28	24	49	38	56	32	34	43	61	12	25	144	111
Islamia, Lahore	69/2	72/2	31	43	64/2	68/2	4	6	6	12	37	36	7	16	45	44	14	18	22	21
Patiala	78	73	31	37	78	73	7	6	22	21	36	57	11	17	45	44	5	14	10	11
St. Stephen's College, Delhi	58	39	54	29	50	34	11	6	18	11	11	4	22	5	39	19	15	11	24	21
Prince of Wales College, Jammu.	57	29	32	24	57	29	—	—	16	11	26	16	11	9	20	17	7	6	32	13
Gordon Mission College, Rawalpindi.	56	54	17	12	56	54	3	4	10	6	25	20	9	5	25	27	5	5	18	19
Khalsa College, Amritsar ...	50	59	26	24	44	55	3	11	7	18	30	17	17	5	25	30	12	7	21	29

* $\frac{126}{2}$ means 126 students divided into 2 approximately equal sections. Similarly $\frac{369}{4}$ means 369 students divided into 4 approximately equal sections, and so on.

† For all Science classes it should be noted that in practical work the University insists on a Professor or Demonstrator for every 20 students working at one time, *e.g.*, if 46 men are working at the same time there must be three teachers present.

‡ The rapid rise of numbers in the Intermediate classes (especially in 1912) has led to the discussion of the desirability of limiting the numbers of an English class. Some sub-division has been physically inevitable. No definite limit has yet been fixed, partly because of the difficulty of defining one standard for different kinds of lectures, composition periods, &c., and for different types of time-table.

APPENDIX IV.

Letter from the Chief Secretary to the Government of the Punjab, No. 1723 (*Home—General*), *dated Lahore, 27th October* 1913.

With reference to your letter* dated the 1st of August 1913, I am directed to forward herewith 20 copies of letter No. 918 S.,† dated the 9th of October 1913, from the Director of Public Instruction, Punjab, and of its enclosures, furnishing the information required by the Royal Commission with regard to the Educational Services in the Punjab.

APPENDIX V.

Memorandum embodying the views of the Government of the United Provinces of Agra and Oudh on the Educational Services.

The following are the proposals of the Lieutenant-Governor (Sir James Meston) regarding the Educational services, Indian and Provincial.

CONSTITUTION OF SERVICES.

At present the Indian Educational service in these provinces consists of the Director of Public Instruction, the Assistant Director of Public Instruction, four inspectors, one chief inspectress, three principals of colleges, sixteen professors, and four head masters. The Provincial Educational service consists of six inspectors, nine assistant inspectors, four special inspectors, seventeen professors, six head masters and three special posts (principal of the lower grade training college, superintendent of the reformatory school, and lady principal, girls' normal school).

The theory regarding these services, as stated by the Secretary of State in his despatch of the 11th January 1905, was that the Provincial service was intended to represent side by side with the Indian Educational service, the highest class of employment open to natives of India; that both of these branches, that recruited in England and that recruited in India, together formed the superior service of the Education department; and that the difference between them was not in status or in duties, but in the conditions of employment as regards pay, leave and service for pension. It is admitted that this theory no longer meets existing conditions. The Indian Educational service is theoretically open to Indians, but in fact only three have ever been appointed, and the Provincial service is not only inadequately paid, but a number of its members are performing the same duties as members of the Indian Educational service on very much lower salaries. In His Honour's opinion the line of division as at present drawn between the two services is illogical and indefensible, and he is unable to approve any proposals (such as that for the establishment of a higher scale of pay, corresponding to the system of listed posts which obtains in the executive and judicial services, and open to a limited number of officers in the Provincial Service) which perpetuate in principle the present system. Sir James Meston considers that the only logical ground of distinction between the two services is one of differences in the nature of the posts included in the two services, and in the qualifications required of the holders of these posts. His proposal is therefore that the Indian Educational service in these provinces should comprise the following posts:—

(1) Director of Public Instruction and Assistant Director of Public Instruction.

(2) All inspectorships, including the post of chief inspectress.

(3) All professorships proper (as distinguished from posts of assistant professor or lecturer).

(4) The principals of the two government colleges and the higher grade training college.

(5) As at present, a limited number of head masterships.

To the Provincial Service, on the other hand, His Honour would assign—

(1) Assistant inspectors and special inspectors of drawing, manual science, oriental languages.

(2) Assistant professors.

(3) Head masters of collegiate schools other than those assigned to the Indian Educational services.

(4) Assistant inspectresses.

* Not reprinted.

Proportion of Europeans and Indians.—A European element is, in Sir James Meston's view, indispensable for both the inspecting and professorial staff.

In the inspecting staff such an element is necessary both as laid down by the Government of India in 1891, to enable the Government to test with unfailing accuracy from time to time how teaching is being conducted, and to afford a corrective to the reports of the native agency; and for the maintenance of predominently Western standards in the educational evolution of the country.

A leaven of English professors is clearly equally necessary in the case of the professors at the government model colleges. Certain professorships—those of English literature, modern philosophy, and modern history—should on technical grounds be held by Englishmen, and it will of course be long before technically competent Indians will in any circumstances be available for many of the posts to be filled. Apart from this, however, His Honour is of opinion that a certain proportion of the staff should on the general grounds above indicated be Englishment, and that, for the present at least, this proportion should include the principals of the colleges.

His Honour is opposed to any attempt to determine the proportions of the Indian and English elements in accordance with any more or less arbitrary numerical ratio. The proportions should be determined in accordance with, and on a consideration of, the conditions obtaining in each province. In these provinces the European element is at present unduly weak in the inspecting line, but fills almost all the posts of professor (as distinguished from assistant professorships or lecturerships). Large additions, however, to the Indian Educational service are in contemplation, and till the ultimate strength of the service has been settled, it is quite impossible to specify the number of posts which should be held respectively by Europeans and Indians. It is not proposed, however, that any posts should be formally reserved for Europeans.

INDIAN EDUCATIONAL SERVICE.

Recruitment and pay (*a*) *Europeans*, (1) *Inspectors.*—In Sir James Meston's opinion the quality of the inspecting staff is deteriorating. The remedy for this state of affairs is not, however, to be found, in His Honour's opinion, in any fundamental alteration of the present system of recruitment. It has been suggested (and the suggestion appears to His Honour to be deserving of consideration) that the India Office would perhaps make a better selection than the Board of Education. It also appears desirable that linguistic ability and teaching experience should be insisted upon. In the main, however, for improvement in the actual quality of the men recruited, it is necessary, His Honour considers, to look to improved terms of remuneration. The present scale, Rs. 500—1,000, is clearly inadequate; and Sir James Meston is not in favour of any special scale of pay, promotion to which should be limited to specially selected officers. All members of the service should be on one scale of pay, and that scale should, in His Honour's opinion, be Rs. 500 to Rs. 1,500. The post of Director of Public Instruction, which would ordinarily be held by an officer taken from the inspecting line, would of course have a special rate of pay, and, in view of the importance of the post and the general expansion of work which is in prospect, His Honour considers that this should be Rs. 2,500 per mensem. The

† The enclosure forwarded with this letter has been printed as Mr. Godley's written statement, *vide* paragraphs 83049—54.

Assistant Director of Public Instruction should receive an allowance of Rs. 100 per mensem.

(2) *Professors.*—In Sir James Meston's opinion the qualifications of the men now recruited as professors, with certain exceptions, leave something to be desired. These should undoubtedly be higher than at present is the rule. No college can hope to a success the staff of which cannot feel a pride in their attainments and achievements. But technical competence is not the only desideratum. For an Indian college, men are required who will develop an interest in their students, and will be prepared to identify themselves with the life of the institution to which they are attached. This latter qualification cannot, it is true, be bought with a price. It appears to His Honour, however, that if only men are recruited who have already, *e.g.*, by research work, shown scholarly or scientific aptitudes and inclination, there is a reasonable probability that a fair proportion of the staff, more particularly on the arts side, will develop an interest in India on its intellectual side, and such an interest he regards as the best promotive of an interest in and sympathy with their students.

To secure such men high salaries are necessary. His Honour would suggest a scale of Rs. 750 rising to Rs. 1,500. The difference between this scale and that proposed for inspectors is justified by the more advanced age at which professors will be recruited and their high initial attainments. The newly recruited inspector is of little use for a year or two. The professor is in a position to enter on his duties almost immediately.

Probation.—His Honour does not propose any alteration in the time of probation at present prescribed for members of the Indian Educational service, whether inspectors, head masters or professors. He considers, however, that the officer recruited for the inspecting line should, during his first year, be attached to an inspector, whose duty it would be to make him acquainted with the organization of Indian education and guide him in his lingustic studies, and that professors should during their first year be given leisure to study the vernacular.

To the two principalships (those of the Muir and Queen's college) which would constitute the prizes in the professorial line, His Honour proposes that allowances of Rs. 200 and Rs. 100 per mensem respectively should be attached.

(*b*) *Indians.*—In Sir James Meston's view some European training and qualifications are necessary in the case of all members of the Indian Educational service The Indian Educational service should be a *corps d'élite*, whose function it is to ensure the development on Western lines, and in accordance with Western standards, modified to suit Indian conditions of education in India, and its members should therefore have a European training It is clear, however, that very few Indians will proceed to Europe and take an English degree on the mere chance of being subsequently selected for a post in the Indian Educational service. If Indians are to be appointed in larger numbers than is at present possible, arrangements must be made to assist them in securing the necessary qualifications. Sir James Meston's proposals in this respect are as follows:—

Indian members of the Indian Educational service should be nominated by the Local Government. In the case of a professorship the nominee should be a man who had taken an M.A. degree, and subsequently completed a post-graduate course in the particular subject for which it was desired to recruit a professor. After nomination he should be required to proceed to England, and obtain a research degree at one of a number of specified universities in such subject. On obtaining this degree, and subject of course to the production of evidence of good conduct in England, he would be appointed professor on probation. An annual stipend should be paid him during the period (probably of two to three years) of his study in England. It is estimated that men appointed in this manner would be about twenty-eight years of age at date of first appointment. For men recruited for the inspecting line or for head masterships the academical qualifications need not be so high. Such men might be selected after passing the B.A. degree and required to proceed to England and take a pass degree at one of a number of specified universities, together with the diploma of teaching. This would incure a fair liberal education combined with knowledge of the theory and practice of teaching.

Indian members of the Indian Educational service should draw the same pay as the English members.

Pension.—His Honour is entirely opposed to any proposal to increase the pension of the Indian Educational service. He considers that the improved pay proposed will afford an opportunity for saving, which in the cloistered life of the department should not be as difficult as it is in some other branches of the government service.

Period of service.—His Honour would on no account lower the period of service necessary to qualify for pension except in the case of inspectresses. Experience as well as energy is required in the Educational service. For inspectresses, who are less fitted than the male members of the service to withstand the strain of an Indian life, the period qualifying for pension might be reduced to twenty years.

Leave.—The leave rules in the Civil Service Regulations are now under revision, and it appears to His Honour that, in view of the general modifications proposed, no special changes are required in the case of the Indian Educational Service.

Chief Inspectress.—The post of Chief Inspectress is included in the Indian Educational service. The present salary is Rs. 400–20–500. Sir James Meston is in agreement with the proposal of the Government of India that the pay should be Rs. 400–20–500 with the option of retirement and a free passage at the end of five years, and Rs. 500–700 should the holder of the post elect to continue her service.

The suggestions therefore which Sir James Meston desires to put forward are—

(i) That the Indian Educational service and the Provincial Educational service should be distinguished according to the character of the posts included in each and the consequent differences in the qualifications respectively required.

(ii) That the Indian Educational service should contain the following posts:—Director of Public Instruction, Assistant Director of Public Instruction, all inspectors, including chief inspectress, all professors properly so-called, and a small number of head masterships.

(iii) That a certain number of posts, at present not capable of exact determination, should be reserved to constitute the indispensable European minimum.

(iv) That the remaining posts should be filled by Indians.

(v) That English candidates for the post of head master and inspector should be recruited, probably preferably by a selection board nominated by the India Office, on salaries of Rs. 500 rising to Rs. 1,500 per mensem.

(vi) That English professors should be similarly recruited on salaries of Rs. 750 to Rs. 1,500.

(vii) That the Indian candidates should be nominated by the Local Government; the nominees—

(1) in the case of candidates for the post of inspector, to have passed the B.A. or B.Sc. of the Allahabad University and to be required to obtain a pass degree at a selected English university, and the diploma of teaching.

(2) In the case of candidates for the post of professorship to have passed the M.A. of the Allahabad University, to have completed a post-graduate course in the particular subject in question and to be required to proceed to England and obtain a research degree in that subject.

(viii) Stipends to be allowed to nominees during their course in England.

(ix) Salaries of Indian members to be the same as those of the English members of the service.

(x) No particular post to be formally reserved for English members of the service.

(xi) All allowances to be abolished except the following:—

(1) Allowance of Rs. 200 to the principal of the Muir College.

(2) Allowance of Rs. 100 to the principal of the Queen's College.

(3) Allowance of Rs. 100 to the Assistant Director of Public Instruction.

(xii) Director of Public Instruction's salary to be raised to Rs. 2,500.

PROVINCIAL EDUCATIONAL SERVICE.

The Provincial service, as indicated above, should include the posts of—(1) assistant inspector, (2) assistant professor, (3) collegiate school head masters, (4) special inspector, and (5) assistant inspectresses.

Assistant inspectors.—There are at present 9 assistant inspectors in these provinces; and these posts must for the present, and so long as they are retained at all, remain in the provincial service. Sir James

Meston is however strongly of opinion that the posts should be absorbed as soon as practicable. The appointments were originally created with the idea of relieving the inspector of the work of detailed inspection of primary schools. In the interval since their creation matters have altered. Each district has a deputy inspector assisted by a staff of sub-deputy inspectors. It is proposed to considerably improve the pay and prospects of this staff, and it is considered that when the improvement has been effected, the district inspecting staff will be fully competent to carry out the work of detailed inspection of primary schools. On the other hand, a strengthened inspectorate which is also contemplated will be able to exercise that general supervision which is necessary to ensure uniformity and continuity of policy in the administration of education by the district boards who manage the schools. The assistant inspector, who has in any case proved a very inefficient instrument, will then have no *raison d'être*, and should be eliminated. Assistant inspectors constitute, together with the special inspectors, at present a separate graded service on a pay of Rs. 200 300, 400. Sir James Meston is not in favour of the proposal at one time advanced by the Local Government that all members of the provincial service should be formed into one graded service. He is of opinion that, in view of the differences in the posts included in the provincial service, there should be separate progressive scales of pay for each branch. For assistan inspectors, so long as they are retained, the scale of pay His Honour would propose is Rs. 250—500.

Assistant professors.—For assistant professors (or lecturers), who will necessarily be men of relatively advanced age and directly recruited, His Honour would suggest a pay of Rs. 300 rising to Rs. 500.

Head masters.—The head masterships at present included in the provincial service are six in number. The pay is Rs. 400 per mensem. Sir James Meston considers that all head masterships carrying pay of over Rs. 200 should be included in the provincial service; and that the pay of these posts should be Rs. 300 to Rs. 500 per mensem.

Special inspectors.—There are four special inspectors in the provincial service for (1) drawing and manual training, (2) science and manual training, (3) Sanskrit and (4) Arabic and Persian. For these posts the pay proposed is, as in the case of assistant inspectors, Rs. 250—500.

Assistant inspectresses.—The assistant inspectresses are at present in the subordinate service. Their pay ranges from Rs. 160 to Rs. 250. It is impossible on these salaries to secure satisfactory candidates. In Hir Honour's opinion the posts should be included in the provincial service, and the pay raised to Rs. 150 rising to Rs. 300.

In the matter of pension and leave His Honour has no alterations to suggest in the rules applicable to the provincial services generally.

APPENDIX VI.

Memorandum prepared by the Government of Bengal on the Education Department, with Minute of Dissent by the Honourable Nawab Syed Shamsul Huda.

INDIAN EDUCATIONAL SERVICE.

1. **Present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.**—*Recruitment.*—The power of appointing officers to the Indian Educational Service rests with the Secretary of State. Candidates are ordinarily selected in England, the normal precedure being as follows:

The Local Government informs the Government of India each year in March of the probable number and class of vacancies in the Indian Educational Service for both permanent and temporary vacancies. Recruitment is usually made by the Secretary of State in consultation with the Board of Education and the Scotch Education Department. Candidates must as a rule be not less than 23 years nor more than 30 years of age, but exceptions are sometimes made as regards the maximum limit only. Candidates must be British subjects and must furnish evidence of having received a liberal education. The normal procedure is that when a vacancy occurs a reference is made in the first instance to the Board of Education who communicate the fact to the Scotch Education Department. Both departments then take steps to make the appointment known not only to persons likely to know of suitable candidates, but also to such applicants already on their list as appear to possess the necessary qualifications. The applications are then in the first instance scrutinized by the Board of Education or, in the case of Scotch candidates, by the Scotch Education Department. The most suitable candidates are then interviewed by the Selection Committee which consists of the permanent representatives of the Board of Education, the Scotch Education Department and the India Office and of occasional members selected on account of local knowledge or special experience of the particular branch of education or subject with which the appointment is concerned. After the selected candidates have been interviewed by this Committee, a recommendation is submitted by the Committee to the Secretary of State.

In selecting candidates for appointment weight is given to the possession of—

(*a*) a University Degree in Honours or an equivalent distinction;

(*b*) experience as a teacher;

(*c*) qualifications in special subjects depending on the nature of the vacancy to be filled.

In selecting candidates for inspecting posts consideration is given to—

(*a*) linguistic talents;

(*b*) capacity for organization; and

(*c*) knowledge of practical and theoretical educational methods.

A candidate selected for appointment is examined by the Medical Board of the India Office. If the result of the examination is satisfactory the candidate is required to sign an agreement to serve the Government of India for two years. This period is regarded as a period of probation. Originally the period was five years, but it was reduced to two years in 1904. During the probationary period the officer is required to pass such examination or examinations as for the time being may be prescribed in the recognized vernaculars of the province in which he is stationed. Failure to pass such examination renders the officer liable to have his services dispensed with. If, however, during his probation he is transferred to another province where a different vernacular is spoken, the two years' time allowed for passing the examination is reckoned from the date of the transfer. If the officer gives satisfaction during the probationary period his services are generally retained permanently, but they may be dispensed with at any time for unfitness or misconduct. A first-class passage to India is provided. If the officer resigns the appointment either during the two years' probation or, in the event of the service continuing beyond that time, during the three years immediately following, for any cause other than physical or mental infirmity, he is liable to be called upon to refund the cost of his passage to India. If, however, he is compelled by illness to quit the service during the first two years, he is provided with a first-class return passage to England, and if, on the termination of the probationary period, he decides not to remain in India or if Government decides not to retain his services, a return passage is provided. In the last event three months' notice must be given on either side.

In exceptional cases appointments to the Indian Educational Service are made from among officers already working in India. The most frequent instances in this Province have been those of officers transferred from the Public Works Department; but a few appointments have also been made from among officers serving in private educational institutions. In all such cases the final appointment requires the sanction of the Secretary of State, but officiating appointments are within the power of the Local Government.

Under article 139 of the Civil Service Regulations an officer of the Provincial or Subordinate Service may be appointed to officiate in a post specifically reserved for, or usually filled by, officers of the Indian Educational Service. Recently, however, the Local Government has been given the power of filling temporary appointments in the Indian Educational Service in any way which may be considered desirable up to a period in each case of six months, provided that the pay of the officers so appointed is fixed in

accordance with the rules laid down in Chapter VI. of the Civil Service Regulations, or with the general sanction of the Secretary of State in Council.

Since the existing rules came into force there has been no substantive promotion from the Provincial Educational Service to the Indian Educational Service. The question was raised by the Government of India in 1908, and certain officers were recommended by this Government for promotion, but final orders were deferred till after the matter had been considered by the Royal Commission.

Probation and training.—At present members of the Indian Educational Service are, according to their agreement, placed on a period of probation for two years after their arrival in this country. At the end of this period they are usually confirmed in accordance with the terms of their agreement.

This period of probation is usually spent on the work for which the officer has been appointed, and no portion of it is devoted to any special course of training.

In most cases selected candidates receive no probationary training in England before appointment, but the Selection Committee sometimes make an appointment conditional on a period of special training. The present Inspector of European Schools, before he came out to this country, passed through a course of training consisting of six months' work at a Training College, and six months' work spent in visiting schools in England under the supervision of one of His Majesty's Inspectors of Schools.

PROVINCIAL EDUCATIONAL SERVICE.

Recruitment.—The Provincial Educational Service is usually recruited from distinguished graduates of the Calcutta University and experienced and meritorious officers promoted from the Subordinate Educational Service. It contains a few Indians who have graduated in Honours in English Universities.

All members of the Provincial Educational Service are gazetted officers, and until recently their appointments and promotion were in the hands of the Local Government. In 1911 the Government of West Bengal delegated certain powers to the Director of Public Instruction who is now vested with authority to appoint and promote officers in classes VII. and VIII. of the service in West Bengal.

Candidates have in the past been appointed direct to the higher grades. Appointments, however, are now usually made in the lowest class—class VIII. Newly appointed officers are ordinarily placed on probation for one year, after which they are confirmed if their work is satisfactory.

The Provincial Educational Service consists of—

(1) *Professors, with either local or English qualifications, appointed at the age of* 24 *or* 25 *direct to the service.*—Very few have any previous experience: but some have been Lecturers for a short period at a private college.

(2) *Professors appointed to the Provincial Educational Service after a period of service in the Subordinate Educational Service as Lecturers, when they may commence on Rs.* 125 *or Rs.* 150.—These appointments are made by Governing Bodies who do not appear over-favourable to the appointment of men already in the Subordinate Educational Service. Only M.A.'s or M.Sc.'s with at least a second-class are normally regarded as eligible for these posts in the Provincial Educational Service.

(3) *Head Masters of collegiate schools including the Anglo-Persian Department of the Calcutta Madrassa, the Superintendent of the Dacca Madrassa, &c.*—These men are usually appointed to the Provincial Educational Service after long service in the Subordinate Educational Service.

Training and probation.—The usual practice is to admit a man into the Provincial Educational Service on one year's probation. There is no provision for training in the case of officers promoted from the Subordinate Educational Service: it is assumed that long experience has provided the required training. Inspectors who are elevated from the Subordinate Educational Service will continue to perform the same work, and no special provision need be made for them; but such is not the case with men who obtain a direct nomination to the Provincial Educational Service, or who on promotion are set to perform work of a different nature from that to which they have devoted their past career.

Inspectors are sometimes recruited from the ranks of Head Masters of schools and sometimes, though seldom, from the class of College Lecturers. Professors and Lecturers are generally recruited direct.

Whether these regulations are satisfactory.—These regulations have not proved satisfactory. There is no proper training prescribed for European educational officers coming out to this country or for Indian officers appointed direct from the Universities. The regulations do not provide for reserves, and the position of the Provincial Educational Service relatively to that of the Indian Educational Service is not that which was intended by the highest authorities when these two services were divided. The present system also gives no power to the Universities to control collegiate education, and the difficulty of explaining to candidates either in England or in India what their future prospects in these services are likely to be leads to grave discontent, and makes recruitment extremely difficult.

2. **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.**—*Rates of pay and allowances.*—I. In the year 1890 the Education Department comprised (*a*) a Superior Service and (*b*) a Subordinate Service.

The Superior Service was graded in four classes, each carrying an incremental pay—

Class.	Pay. Rs.
I.	1,250—50—1,500
II.	1,000—50—1,250
III.	750—50—1,000
IV.	500—50— 750

Up to the year 1881 all members of the Superior Service, whether European or Indian, drew the same pay, but after that year Indian officers drew two-thirds of the full pay.

The Subordinate Service consisted mainly of Indian officers. The rates of pay in this service were as follows:—

Class	Pay. Rs.
I.	400—20—500
II.	300—20—400
III.	200—20—300
IV.	150—10—200
V.	100—10—150
VI.	75— 5—100
VII.	50— 5— 75

II. The Indian Educational Service was constituted in 1896, and the rates of pay in 1900 were as follows:

The rate of salary was made incremental, viz., Rs. 500 per mensem rising by annual increments of Rs. 50 per mensem to Rs. 1,000.

There were in addition certain allowances—

(1) First grade, Rs. 250—50—500 per mensem.

(2) Second grade, Rs. 200—10—250 per mensem.

(3) A special allowance of Rs. 100 per mensem was given after 15 years' service to officers whose total salary did not exceed Rs. 1,000 per mensem.

NOTE.—Officers admitted to the junior allowance after 20 years' service or to the senior allowance after 25 years' service are entitled to draw the maximum allowance at once.

III. The rates of pay for the ordinary rank and file of the Indian Educational Service are to-day the same as they were in 1900, viz.:—

(*a*) The ordinary pay on Rs. 500—50—1,000 per mensem.

(*b*) The two grades of allowances.

(*c*) The special allowance of Rs. 100 per mensem.

IV. Certain officers draw special rates of pay and others special allowances—

(*a*) The Principal of the Calcutta School of Art and the Keeper of the Art Gallery draws Rs. 1,000 per mensem.

(*b*) There are at present two Inspectresses of Schools in this province—(*i*) one on a pay of Rs. 400—20—500 per mensem (after the maximum is attained this officer is entitled to triennial increments of Rs. 50 per mensem subject to a maximum pay of Rs. 750 per mensem); and (*ii*) one on Rs. 400—20—500 per mensem. (These two officers also draw a local allowance of Rs. 100 per mensem and a conveyance allowance of Rs. 35 per mensem each.)

(*c*) The present Principal of the Presidency College, Calcutta, draws a personal allowance of Rs. 400 per mensem.

(*d*) A Professor of the Presidency College draws an allowance of Rs. 350—30—500 per mensem, and is

entitled to a rent-free house for acting as Government Meteorologist.

(*e*) All married officers of the Indian Educational Service in Calcutta are eligible for the Presidency house-allowance.

(*f*) The Assistant Director of Public Instruction draws a local allowance of Rs. 200 per mensem.

(*g*) The special officer appointed to look after the interests of Muhammadan education draws a local allowance of Rs. 100 per mensem.

(*h*) The Principal of the David Hare Training College draws a conveyance allowance of Rs. 20 per mensem so long as he holds the post of Controlling officer of the Calcutta Training School.

(*i*) The officer appointed to assist the Director of Public Instruction in the capacity of an Additional Assistant to Director of Public Instruction draws a deputation allowance of Rs. 100 per mensem.

PROVINCIAL EDUCATIONAL SERVICE.

V. The rates of pay in the Provincial Educational Service in 1900 and the existing rates are as follows:—

Class.	1900.	Existing Rates.
	Rs.	Rs.
I	700	700
II	600	600
III	500	500
IV	400	400
V	300	350
VI	250	300
VII	200	250
VIII	150	200

Provincial Educational Service officers acting in the Indian Educational Service draw allowances at the rate of Rs. 100 per mensem under article 139, Civil Service Regulations.

Pending the sanction of the scheme for the improvement of the Provincial Educational Service, five officers of that service have recently been given special allowances at the rate of Rs. 150 per mensem.

The following officers also draw allowances at the following rates:—

(*a*) Principal, Rajshahi College—house-allowance, Rs. 60 per mensem.

(*b*) Additional Inspector of Schools, Presidency Division—conveyance allowance, Rs. 30 per mensem.

(*c*) Demonstrator in Physics, Presidency College—allowance of Rs. 215 per mensem for his duties as Superintendent of the Eden Hindu Hostel.

(*d*) Superintendent, Dacca Madrassa—house-allowance, Rs. 35 per mensem.

(*e*) Assistant Inspector of Schools, Presidency Division—conveyance allowance, Rs. 10 per mensem.

(*f*) Instructor of Surveying, Civil Engineering College, Sibpur—house-rent allowance, Rs. 75 per mensem.

(*g*) Inspector of the residences of students in the town of Dacca—conveyance allowance, Rs. 30 per mensem.

Officers of the Provincial Educational Service receive allowances for the superintendence of hostels. These allowances range from Rs. 30 to Rs. 125 per mensem, according to the number of boarders.

The Civil List for April, 1900, shows that the following allowances were then drawn:—

(*a*) Inspector of European Schools (Indian Educational Service)—conveyance allowance, Rs. 30 per mensem.

(*b*) Assistant Inspector of Presidency Division (Provincial Educational Service)—conveyance allowance, Rs. 30 per mensem.

(*c*) Assistant Inspector of Muhammadan Education—conveyance allowance, Rs. 10 per mensem.

(*d*) The following officers in the Provincial Educational Service drew personal allowances:—

	Per mensem. Rs.
(*i*) Professor, Sanskrit College ...	50
(*ii*) ,, ,, ,, ...	30
(*iii*) Head Maulvi, Calcutta Madrassa ...	30
(*iv*) Assistant Inspector, Chittagong Division	10

With regard to the provision of rent and free quarters for Educational officers, the Government of India in 1906 decided to adopt the following scheme:

When a substantial proportion of students of a Government college are resident in hostels adjoining or near to the college building, free quarters may be provided for not more than the Principal and one Professor on condition that they supervise the students. Special sanction is required if it is desired to extend the privilege to more than two officers. Allowances will not ordinarily be given in lieu of free quarters.

The following officers at present enjoy the privilege of rent-free quarters:—

(1) Principal, Hooghly College ...	P.E.S.
(2) Principal, Calcutta Madrassa ...	I.E.S.
(3) Principal, Krishnagar College ...	P.E.S.
(4) Principal, Civil Engineering College	I.E.S.
(5) Professor, Civil Engineering College	I.E.S.
(6) Professor, Civil Engineering College	P.E.S.
(7) Two Foremen of the Civil Engineering College	P.E.S.
(8) Head Master, Government Boarding School, Kurseong ...	P.E.S.
(9) Lady Principal, Bethune College	P.E.S.
(10) Head Master, Training Schools	P.E.S.
(11) Superintendents of Madrassas ..	P.E.S.
(12) Head Mistress, Dow Hill Girls' School, Kurseong	Outside the grades.
(13) Lady Superintendent, Eden High School, Dacca	Ditto.
(14) Principal, School of Art ...	I.E.S.
(15) Principal, Dacca College ...	I.E.S.
(16) Three Professors of the Dacca College	I.E.S.
(17) Principal, Training College, Dacca	I.E.S.
(18) Head Master, Dacca School of Engineering	P.E.S.
(19) Head Master, Nawab Bahadur's Institution, Murshidabad ...	P.E.S.

NOTE.—(*i*) There are certain officers who are outside the lists of the Indian Educational Service and Provincial Educational Service:—

(1) The Superintendent of Industries and Inspector of Technical and Industrial Institutions on Rs. 1,000—100—1,400 rising to Rs. 1,500 after five years if services are retained after that period. An Indian Educational Service officer is at present officiating.

(2) The Principal of the Serampore Weaving School on Rs. 500—50—750 per mensem.

(3) The Principal of the Government Commercial Institute, Calcutta, on Rs. 400—20—500 per mensem.

(4) Professor of Tinctorial Chemistry, Sibpur College, on Rs. 500 per mensem (for three years).

(5) Principal of the Dacca College and Law College on Rs. 1,250—50—1,500.

(6) Lady Principal of the Eden High School for Girls, Dacca, on Rs. 500—40—700 per mensem, with a house-allowance of Rs. 100 per mensem.

(*ii*) The Secretary of State sometimes recruits for temporary vacancies in the Indian Educational Service. Such appointments are made for not less than a University year (nine months) with a prospect of future temporary or permanent employment. The salary is Rs. 500 per mensem, with a free first-class passage to India and a free return passage, provided such passage is claimed within six months from the expiry of the engagement.

Whether these rates are satisfactory.—The system introduced not many years back for a progressive rate of pay in the Indian Educational Service, combined with certain allowances to officers after they have reached the pay of Rs. 1,000 a month, has not proved satisfactory. The prospects offered are indefinite and do not give sufficient reward for good work, while the *maxima* are insufficient in view of the pay received by members of other services and the increased cost of living.

These remarks apply also to some extent to the pay of Inspectresses and other lady members of the service.

As to the Provincial Educational Service, the position is even more unsatisfactory. This service is at present in an entirely anomalous position. It was intended undoubtedly that it should be parallel and equal to the Indian Educational Service but the tendency has been to relegate it to a subordinate position, and to assimilate its status to that of the Provincial Civil Service, the Indian Educational Service at the same time taking up the definite position

of superiority to it which is given to the Indian Civil Service in its relations with the Provincial Civil Service. This tendency has undoubtedly been accelerated, if it was not originally produced, by the great expansion of the Provincial Educational Service and by the inclusion in it of a large number of college and other appointments which should have been relegated to a subordinate service. It is a heterogenous service and is in itself full of anomalies, and the present position leads undoubtedly to a great deal of discontent of a sentimental nature. This discontent is also, however, practical. If the service is intended to be co-equal with the Indian Educational Service, then undoubtedly the general rates of pay should be higher than those given to the Provincial Civil Service which is a subordinate service. But the Indian and Provincial Educational Services are not in reality upon an equal footing, and, in the opinion of this Government, the theory of equality cannot be maintained in practice. The Indian Educational Service should be recognised as superior to the Provincial, and it should be enlarged so as to include all officers in the department of or above a certain rank, and should cease to be a service recruited almost exclusively in England. At the same time many appointments now held by officers of the Subordinate Educational Service should be added to the Provincial Educational Service. If these principles be adopted, the pay of officers in the Provincial Educational Service might commence at a somewhat lower rate than that in the Provincial Executive Service, and it need not rise quite so high, as deserving officers should be freely promoted to the Indian Educational Service. With these reservations the pay of Educational officers should be modelled as far as possible on that of officers in the Executive Service.

The pay necessary to secure the proper class of officers in the Indian Educational Service depends entirely on what the constitution of that service will be. In the opinion of the Governor in Council a radical change in that constitution is essential, and the question of pay will be discussed when the lines upon which it is proposed that development should take place are set out.

3. **The number of posts in each grade and the provision, if any, made in the cadre for leave and training.**—The Indian Educational Service is not a graded service, and there is at present no permanent sanctioned cadre in this Presidency, but this Government has proposed for the new Presidency a cadre of 48 posts on Rs. 500—50—1,000 and of three posts on special rates of pay for the Principal of the School of Art and two Inspectresses. It has also asked for three personal allowances of the first and four of the second grade.

Proposals for the reconstitution of this service on a different basis will be found at the end of this memorandum.

There is no reserve in the Indian Educational Service for leave or training.

PROVINCIAL EDUCATIONAL SERVICE.

There is at present no sanctioned cadre for the Provincial Educational Service, though proposals for the formation of a permanent cadre have been submitted to India.

It has been suggested that, on the basis of the actual number of officers employed in the Presidency of Bengal on the 1st April, 1912, the new cadre should consist of 139 posts distributed among the several classes as shown in the following statement: —

Class.	Number.	Percentage.
I	5	3·59
II	8	5·75
III	9	6·47
IV	12	8·63
V	15	10·79
VI	21	15·10
VII	31	22·30
VIII	38	27·33
Total...	139	99·96

If further experience shows that it is necessary to improve the grading, the adjustment can conveniently be made by the Local Government from time to time by strengthening the higher grades when the cadre is increased by the creation of additional posts.

The proposals of this Government for the reconstitution of this service on the basis of a time-scale of pay will be found later on in this memorandum.

There is no provision in the cadre of the Provincial Educational Service for leave or training.

4. **What appointments outside the authorized cadre are held by officers of the two services.**—The only posts outside the cadre at present held by officers of the Indian Educational Service are the Directorship of Public Instruction on Rs. 2,000—100—2,500 per mensem, and the post of Superintendent of Industries and Inspector of Technical Institutions on Rs. 1,000—100—1,500.

It is, however, only pending the appointment of a new Superintendent that the latter post is held by an officer of the Indian Educational Service whose present pay is Rs. 1,000 a month with a special allowance of Rs. 200 for so long as he holds this appointment.

Two officers of the Provincial Educational Service are performing duties outside the cadre. The services of an officer in Class VII have been lent to the Calcutta University for a period of two years as a Lecturer in Mathematics. The other, in Class VIII, now holds office of principal of a private college at Mymensingh; he has been seconded for one year.

5. **Whether any addition is required to the present cadre.**—The present cadres fall short even of existing requirements. The absence of any reserve for training and leave is a very serious defect which needs to be remedied without delay. Apart from this, the expansion in education now taking place is very rapid, and the cadres will require to be strengthened to meet the increased demands upon the services. It is, however, impossible to estimate the rate of expansion with any accuracy or to say what additions to the cadres will be necessary in the near future.

6. **General proposals for the reconstitution of the Educational Services.**—The general facts as to the present position of the services having been thus set forth the Governor in Council desires now to lay before the Commission the views of the Bengal Government as to the action which should be taken to reconstitute these services in the immediate future, in order that educational progress may receive the encouragement which is its due. This progress has been very rapid during the past few years, and the pace is likely to increase during the next decade; and it seems essential that Government should seek to guide that advance and should not be content to watch it from afar.

The first of the principles which this Government would recommend for adoption is the virtual separation of collegiate and higher University education from that which is given in schools and technical institutions of all grades below the rank of colleges. There must be two broad divisions of the Education Service: on the one side will be the Universities, with their Vice-Chancellors at their heads, controlling in all detail the colleges affiliated to them. Under each University will be a large service of officers, comprising in its higher ranks the University officers and professors, the college principals and the senior professors of those colleges, while in the lower ranks will be junior professors, lecturers and demonstrators, with the ministerial officers necessary to complete the college establishments. On the other side will be the general Education Department, the work of which will come up to the Government through the Director of Public Instruction. Under this Director there should be three Deputy Directors, dealing with secondary education, primary education and "vocational" education. Under these again will be Inspectors of all grades, headmasters of secondary schools and the principals of technical institutions in a higher service, while the lower branches of the general service would include school-masters of all grades, Deputy and Sub-Inspectors and the necessary ministerial establishment.

It is essential, further, that the procedure in the Secretariat should be simplified so that the Director of Public Instruction and the Vice-Chancellors may be in closer touch with the Honourable Member in charge, and may have more direct influence over the policy of Government than is the case at present. On the other hand, the proposal which has been made for a Board of Education, upon which the Vice-Chancellors of the Universities should sit, and to which all educational matters should be referred, does not commend itself to this Government. We should

aim at giving more complete independence to the Universities, and the Vice-Chancellors should consequently deal direct with the Member of Government in charge of Education, apart from the Director of Public Instruction. There does not seem sufficient reason for permitting a Board of Education containing officers who are dealing with school education to dominate over the Universities.

While this separation must from almost all points of view be complete, it will be desirable to reserve the right to make occasional transfers from the Universities and colleges to the General Department, and *vice versa*. In the higher grades these would be but rarely made, but in the lower grades there should probably be more frequent transfers, partly in order to secure for members of the services the work which has proved the most congenial to them, and in which they are consequently likely to succeed, and partly to secure by means of temporary deputations the acquisition by professors of some knowledge of the work of the schools of the province, and some knowledge on the part of the officers in the general service of the development of the colleges in which their own pupils are destined to complete their education. It should not be difficult to arrange by regulations for such transfers.

Assuming that some such system as the above is to be adopted, the question of the recruitment for the two services thus constituted will have to be considered separately. Taking the recruitment for the two Universities first: the Governor in Council thinks that each University should be permitted to recruit for its own work, whether in the higher or the lower service, separately. As regards the higher service a certain general level of qualifications should be laid down, but, subject to these qualifications and to some general rule as to the proportion of officers to be appointed in England, the University should be at liberty to select the most suitable men they can find for the appointments that fall vacant. Rules would have to be prescribed also, in the interests of the University, which would ensure for the staff some regular advancement in pay, by means of a time-scale. While the officers who had served for some time in the colleges under the University would have a good chance of succeeding eventually to the post of principal of a college or the Vice-Chancellorship, the introduction from time to time, for the senior University posts, of accomplished specialists from Europe should be encouraged, whether on the pay attached to the post or on special terms, and the problem will be to combine a constant refreshing of the knowledge imparted at the University, through communication with the best sources of that knowledge in Europe, with a system which will attract to the permanent service of the University, to serve as lecturers or professors in each subject, the best men to be found in Europe or in India.

For the training of these professors it seems desirable that a period of probation should be prescribed, during which the newly-appointed candidates should learn something of the circumstances of education in the schools which send up young men to graduate at the University. Time should also be given, probably to both Indians and Europeans, to study for themselves the methods and the scheme of studies of the University, in order that they may imbibe something of the spirit prevailing in it before they commence to lecture. These are, however, details upon which it is unnecessary to enter. A more important question is how a reserve is to be established, in order that suitable men may be recruited whenever they offer, and may be held in readiness to fill appointments as they become vacant. In order to secure this reserve, His Excellency in Council thinks that there must be free interchange of appointments between different Universities, and that there must be generous provision made in calculating the strength of each service in order that supernumerary officers may be entertained without technical objection.

As to the recruitment in England, this should be effected through the India Office and the Board of Education much on the system which now prevails, and it seems doubtful whether it is possible to institute anything in the nature of a competitive examination for the filling of these posts. For recruitment in India the present practice might continue, but provision would have to be made for liberal promotion from the junior service into the senior service, when officers had distinguished themselves in the junior posts and had proved their capacity for higher work.

On the other side, for the recruitment of officers to fill the posts of school masters and Inspectors of all grades, similar arrangements would have to be made both for the appointments to be made from England and those to be made in India, and for this service it would be especially necessary for the present to establish some general proportion of officers to be appointed in England as compared with those appointed in India. For the appointments in England the Governor in Council is inclined to think that a competitive examination would not prove really effective, and it would not, of course, be possible to utilize such an examination in selecting those officers who are to work under the Deputy Director of Vocational Education, as their acquirements would have to be on special lines. The officers appointed in England should therefore be selected by the Board of Education, and should probably undergo a training for one or two years in teaching and in inspection work; and, if they were taken at a minimum age of 25, preference might be given to those who had already done some teaching work in England. On the other hand, there are important reasons why the selection should not be put off until so late, as some of the best men would probably be lost if they had to wait until the advanced age of 25 before determining their vocation in life.

When these officers come out to India it is desirable that they should serve as masters in schools before they are either promoted to be head masters or given inspection work to do.

It will of course be understood that Indian candidates who are qualified for selection by the Secretary of State in England for either branch of the service will always be held equally eligible for that selection with European candidates.

The Indians to be selected in India for this service should be chosen with very special care, and should undergo something of the same training that is proposed for their colleagues coming from Europe, and recruitment for the Lower or Provincial Service should also be followed by a definite period of training. Later on, when they have obtained experience, some special facilities for visiting England might be arranged in exceptional cases.

In the matter of the pay to be offered to members of the Indian Educational Service, the Governor in Council supports the recommendations made by the Provincial Service officers, that the Indians recruited in India should receive a salary calculated at a lower rate than that given to European officers. It appears to His Excellency that this is the only proposition that is practical and that can be supported, if there is to be equality in number, status and position between the two classes of officers. It would not be possible to fill all the posts in the higher service with men drawing the pay that must be offered to Europeans if we are to get suitable men, nor can it be argued that we shall be unable to obtain men of the class that we want, to work side by side with these officers recruited in England, for the lower pay that we are prepared to offer. To lay down a rule that Europeans and Indians in the higher service are to receive exactly the same pay must eventually mean a large restriction, on financial grounds, of the number of appointments in the higher service, and consequently of the number of Indian officers in that service.

The pay of the Lower or Provincial Service should, on both sides of the Education Department, bear same approximation to that given to the Provincial Civil Service. The work to be done by the officers in it will be arduous and responsible, and unless they are adequately paid none but inferior candidates are likely to apply. At the same time the prospects of promotion to the superior service will be far greater than those officers in the Provincial Civil Service; hence it will not be necessary for the pay of the highest grades to be so high as in the Provincial Civil Service.

The Governor in Council desires to add here that training colleges and schools must, in his opinion, be brought under the administrative department. It is true that many men recruited by the University

and destined for work in colleges will go to them, but their work will be in the main administrative, in that they will be ordinarily employed in the training of school teachers and Inspectors rather than college professors.

For all classes it seems desirable to institute a time-scale of payment rather than a graded service, it being understood that posts will be reserved at the top of each service to which promotion will be made by the selection of those who have done the best work while serving on a time-scale.

If the principles outlined above be accepted, the Governor in Council is of opinion that the pay of those officers of the Indian Educational Service who are recruited in England should be on a time-scale, commencing at Rs. 500 per mensem and rising by annual increments of Rs. 50 to Rs. 1,500. His Excellency in Council would do away entirely with the present arrangements under which a certain number of personal allowances are given to senior officers irrespective of the appointments which they hold. At the same time he considers that a maximum pay of Rs. 1,500 is insufficient for the best officers in the service if a really suitable class of men is to be attracted. There are in both the University and the general branches of the service appointments the duties of which are more arduous and more responsible than the rest, such, for instance, as the principalships of colleges and some of the senior professorships, some Inspectorships of Schools and the Deputy Directorships of Public Instruction. A certain number of selected officers holding the post of Inspector or senior professor who have attained to the pay of Rs. 1,500 should therefore be allowed annual increments of Rs. 100 up to a maximum of Rs. 1,800 and the appointments of principals of colleges and Deputy Director of Public Instruction should carry a special allowance rising from Rs. 300 to Rs. 500 in addition to the time-scale pay.

The pay of the Director of Public Instruction should be Rs. 2,500 rising by Rs. 100 annually to Rs. 3,000, while that of the Vice-Chancellors should be Rs. 2,500, fixed.

It is to be clearly understood that all members of the Indian Educational Service, whether European or Indian, and whether recruited in England or in India, should be eligible for all the higher appointments, but that officers recruited in India will draw, not the full pay of the post, but only the proportion which may be fixed for such officers.

In the case of the lady members of the service this Government would recommend that the initial pay be the same as that given to other members, but that the *maxima* be made somewhat lower than those prescribed above.

In view of the great modification which these proposals involve in the position and duties of some of the members of the Provincial Educational Service and the expansion which is likely to take place in the near future, the Governor in Council does not propose to make any detailed suggestions regarding the rates of pay for officers in the new Provincial Educational Service. His Excellency is inclined to the view that for this service also a time-scale is desirable, a few posts being reserved on higher pay for senior officers of merit who have not received promotion to the Indian Educational Service. The details will have to be worked out after a full consideration of all the circumstances.

The Governor in Council will not attempt here to deal specially with the conditions to be laid down for service on the side of vocational education. It is clear that this must be dependent to a great extent on the development of that form of education, and that men must be provided for technical institutions, medical schools, and so on, who have received a special form of education in England or in India. But the general system for recruitment would be practically the same as that prescribed for the other branches of the service.

Finally, His Excellency in Council foresees that, when such a scheme as this has been worked out, Government will be faced by a very considerable increase of expenditure on educational staff generally in all branches. The course of training prescribed—which will involve employing men on high pay for a time as masters in secondary schools—the necessity for a reserve, the members of which will not always be fully employed on active work, and the essential enhancement of the pay of all grades of the service mean a large addition to the bill which will have to be met; but this increase is inevitable, and it is essential that advance should be made on the right lines, even though considerations of cost may check the rapidity with which it may be found possible to introduce the reforms which are required.

Minute of dissent recorded by the Honourable Nawab Syed Shamsul Huda.

I am of opinion that all members of the Indian Educational Service, whether Indian or European, and whether recruited in England or in India, should receive the same pay. Subject to this difference I approve of the Memorandum.

(Signed) S. HUDA.
December 12, 1913.

APPENDIX VII.

Memoranda prepared by the Government of Bihar and Orissa relating to the Educational Services.

I.—*THE INDIAN EDUCATIONAL SERVICE.*

1. **The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.**—Full information under this head is contained in the note prepared by the Honourable Mr. H. Sharp, C.I.E., Joint Secretary to the Government of India in the Department of Education, on the Educational Services in India and at pages 211–212 of the India Office list, 1913. Briefly the Indian Educational Service includes all posts ordinarily filled by officers appointed in England, and is composed of Principals and Professors of Colleges, Inspectors of Schools, Headmasters of certain High Schools, and holders of other special posts for which European qualifications are considered indispensable. Recruitment is made for definite posts by the Secretary of State, on the recommendation of a Selection Committee. No particular form of training is given, but an officer is on probation for a period of two years, during which time he is required to pass an examination in the prescribed vernacular language of the province. The Lieutenant-Governor in Council considers that the present regulations are generally satisfactory.

His Honour in Council, though he does not consider the amalgamation of the Indian Civil and Educational Services to be feasible, fully sympathizes with the view that the two services should be brought as closely as possible into touch with each other and that everything possible should be done to make the members of both regard them as sister services. The position assigned to members of the Indian Educational Service in the Warrant of Precedence might be improved; and there need be no bar to the occasional appointment of a member of the Indian Educational Service as a Secretary to Government.

On the subject of training the Lieutenant-Governor in Council considers that specialists may be exempted from examination in the vernacular, but that the inspecting staff of the Indian Educational Service should not only be encouraged to become as proficient as possible in the vernacular of their province, but should also learn something of the general system of administration. He agrees with Mr. Jennings that probationers for the inspectorate should on their first arrival be placed to work under a senior Inspector, and that provision should be made in the cadre to allow of this being done. He doubts whether much advantage would be gained by accepting the

suggestion that an Indian Educational Service recruit should be attached for 6 months to a Collector in order to get an insight into general work; the Collector would not have the time, and might not always have the inclination, to devote much attention to the training of recruits of another service in addition to those of his own, while the probationer for the Indian Educational Service, knowing that his career lay elsewhere, would be less likely than a junior Civilian to exert himself to pick up a knowledge of district work. His Honour in Council, however, fully approves of a proposal to give Indian Educational Service officers a period of training in a settlement camp, as the best means of taking them into the villages and enabling them to see Indian rural life.

2. **The rates of pay and allowances in force in 1890, 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.**—Until the year 1896 officers recruited from England for such work as is now performed by the Indian Educational Service on their arrival in India joined the Bengal superior graded Educational Service, in which the grades of pay were:—

Rs.	Rs.
500–50–750	1,000–50–1,250
750–50–1,000	1,250–50–1,500

In that year as a result of the recommendations of the Public Services Commission the grades were abolished and replaced by a time scale of Rs. 500–50–1,000 a month supplemented by monthly allowances, called respectively Junior and Senior allowances, at the rates of Rs. 200–10–250 and Rs. 250–50–500, a fixed number of which was distributed to each province. It was further provided that any officer who should complete 15 years' service without succeeding to one of these allowances should be eligible for a monthly allowance of Rs. 100 and that those who should only succeed to the Junior or Senior allowances after 20 to 25 years of service, respectively, should at once draw the maxima of those allowances. Headmasters in the Indian Educational Service were to be paid at the rate of Rs. 500–50–750, but were eligible for Inspectorships in which they could draw the full pay of the Indian Educational Service. Ladies were placed on a somewhat lower rate of pay, *e.g.*, Rs. 450–20–500 and Rs. 500–20–600. The rates of pay and allowances introduced in 1896 are still in force. Only one Junior allowance has been allotted to Bihar and Orissa. An application for a senior allowance has been made to the Government of India.

The rates of pay and allowances are not satisfactory and unless its prospects are improved, there is no doubt that the service will deteriorate. Such a result the Lieutenant-Governor in Council would view with apprehension. The development of education is the most important problem of the future, and for educational work in India a very high class of officers is needed. To recruit men on the cheapest terms for which any could be induced to enlist would be false economy and liberal concessions must be given to the service if a high standard of quality is to be assured. Proposals for the improvement of the pay and prospects of the service have been under consideration since 1909. In that year the Government of India addressed the Government of Bengal, within whose jurisdiction the districts now forming the province of Bihar and Orissa were situated, pointing out that the Secretary of State was experiencing great difficulty in securing suitable recruits for the Indian Educational Service, and that in several cases men newly appointed from home had, after their arrival in this country, become discontented with their prospects and submitted their resignation. They accordingly suggested that the present time scale instead of terminating at Rs. 1,000 per mensem, should be extended to Rs. 1,300, so that the initial pay of the service would be Rs. 500–50–1,300 a month, and that there should also be a higher scale of Rs. 1,400–$\frac{200}{3}$–1,800, to which officers deserving of special advancement would be eligible for promotion. It was further suggested that the total number of posts in the higher scale should be limited to 20 per cent. of the whole strength of the service, exclusive of ladies, and that these posts should be equitably distributed among the provinces. The concession of exchange compensation allowance was to be withdrawn save in the case of the Director of Public Instruction. The consolation allowance of Rs. 100 and the Junior and Senior allowances were also to be withdrawn. It was further proposed that an allowance of Rs. 100 per mensem should be given to the Assistant Director; that Headmasters should in future be recruited in the same terms as Inspectors and Professors, and that ladies should be recruited on a pay of Rs. 400–20–500 with the offer of a free passage home at the end of five years or, should they elect to remain in service, a further time scale of Rs. 500–25–750. The Government of Bengal agreed generally with the proposals made by the Government of India, but suggested that in view of the loss of exchange compensation allowance to officers in the earlier years of their service, the pay on the lower scale should be fixed at Rs. 550–50–1,350. They also suggested that the pay of the Directors of Public Instruction in the larger provinces should be raised to Rs. 2,500–500–3,000 without exchange compensation allowance. As in the case of the Provincial Educational Service, the Government of India deferred action on these proposals in consequence of the appointment of the Royal Commission. Pending the recommendations of the Royal Commission proposals for the grant of personal allowances to deserving officers in the Indian Educational Service are being considered by the Government of India.

The Lieutenant-Governor in Council has carefully considered the proposals that have been put forward for improving the pay and prospects of the service and adheres to the recommendations already made by the Government of Bengal. The only modifications he has to suggest are that Principals of Colleges should be granted an extra allowance of Rs. 200 a month, and that the Assistant Director of Public Instruction should receive an allowance of Rs. 200 similar to that granted to the Personal Assistant to the Inspector-General of Police. The principal of the former modification has already been conceded by the Government of India.

The Lieutenant-Governor in Council cordially sympathizes with the recommendation made by Mr. Jennings regarding a Widows and Orphans Fund and considers that, if it is not possible for members of the service to establish privately any such system of insurance with the great insurance corporations of England and America, Government should undertake to make the necessary provision, following the principles on which the Indian Civil Service Widows and Orphans Fund was started.

3. **The number of posts in each grade and the provision, if any, made in the cadre for leave and training.**—The total number of appointments in the Indian Educational Service, including the Director of Public Instruction, is at present 13. Proposals which will raise the strength of the service to 30 are under consideration. No provision is at present made for leave and training, but the question has been raised and is at present under the consideration of the Government of India.

4. **What appointments outside the authorised cadre are held temporarily or otherwise by officers of the service.**—None.

5. **Whether any addition is required to the present cadre.**—See answer to 3 above.

II. *THE PROVINCIAL EDUCATIONAL SERVICE.*

1. **The present regulations as to recruitment, training and probation.**—The service was constituted in Home Department Resolution No. 4 Education/204–215, dated the 23rd July 1896. Recruits are appointed by the Local Government on the nomination of the Director of Public Instruction from among qualified persons resident in India. The service is composed for the most part of Indian ladies and gentlemen filling appointments as Principals of Colleges, Inspectors and Assistant Inspectors of Schools, Professors of Colleges, Headmasters of High or Training Schools, etc. It is divided into the eight grades detailed below on the rates of pay shown against each grade:—

	Rs.
1st grade	700
2nd grade	600
3rd grade	500
4th grade	400
5th grade	350
6th grade	300
7th grade	250
8th grade	200

An officer in the Provincial Educational Service holding, whether permanently or temporarily, an appointment ordinarily reserved for the Indian Educa-

tional Service is entitled to an allowance of Rs. 100 per mensem. Recruits are selected for definite posts and applications for new posts are invited by public advertisement. In practice only graduates with high academical qualifications are appointed. First appointments are ordinarily made in the lowest grade. Before the year 1900 specially distinguished graduates with English honours were appointed direct to the 7th grade but the privilege was withdrawn in that year, though the Local Government still reserves to itself the right to appoint an officer to a grade above the lowest.

2. No particular method of training is prescribed. Officers appointed to the Provincial Educational Service are on probation for one year. Government agree with the Director of Public Instruction that it is desirable that Provincial Educational Service Professors before or after their appointment should undergo a course of higher training in the provincial training college. This course would liberalise the training college and might impart a good deal of useful practical information to the Professors.

2. **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.**—Full information on these points is contained in the note on the Educational Services in India prepared by the Honourable Mr. H Sharp, C.I.E., Joint Secretary to the Government of India in the Department of Education. The special incidents affecting Bihar and Orissa may be summarized as follows:—Previous to the Public Services Commission of 1887 there was no distinction between the Indian and Provincial Educational Services. The higher officers were in four grades on incremental scales of pay rising from Rs. 500 to Rs. 1,500, the only difference being that Indians drew two-thirds of the pay given to Europeans.

As a result of the recommendations of the Public Services Commission of 1886-87, the service was reorganized into the two branches which still exist—the Indian Educational Service and the Provincial Educational Service. The manner in which the separation was effected is described in Home Department Resolution No. 4 Education/204–215, dated the 23rd July 1896. The Provincial Educational Service was divided into eight grades on the rates of pay shown below:—

	Rs.
1st grade	700
2nd grade	600
3rd grade	500
4th grade	400
5th grade	300
6th grade	250
7th grade	200
8th grade	150

It was recognized from the first that the grading of the service was unsatisfactory and a remedy was sought in 1901 by the abolition of the lowest grade on Rs. 150 and the creation of a new grade on Rs. 350. A re-arrangement of the number of posts in each grade was also effected to promote a more equable flow of promotion. The grading of the service at the present time is shown under heading (i).

The present rates of pay and allowances are not satisfactory, and proposals for improving them have been under consideration since 1908. In that year the Government of India addressed the Government of Bengal, within whose jurisdiction the districts now comprising the province of Bihar and Orissa were then situated, and enquired whether dissatisfaction prevailed in the Provincial Education Service, asking in that case for proposals for improving the pay and prospects of the service. The Government of Bengal reported that dissatisfaction did exist and made proposals for bringing the service into line with the Executive Branch of the Provincial Civil Service by creating a grade on Rs. 800, abolishing that on Rs. 350, and so further re-arranging the grading as to ensure an equable flow of promotion. But they pointed out that no proposals which did not deal with the question of the promotion of qualified officers from the Provincial to the Indian Educational Service would remove the discontent which prevailed. The reply of the Government of India was received in 1909. They raised the question of progressive pay as against the graded system, but agreed to the creation of the Rs. 800 grade in Bengal, if the graded system was preferred, and suggested the addition to the Provincial Service of a higher scale, roughly corresponding to the system of "listed posts" which obtains in the Executive and Judicial Services, on a pay rising from Rs. 800 to Rs. 1,300 by periodical increments of Rs. 100. Promotion to this higher scale was to be limited to Indian officers of the Provincial Service, the numbers in the higher scale to bear a constant proportion to the strength of the service in each province.

The Government of Bengal, replying in June 1910, adhered to their former recommendations that a graded service on Rs. 200–800 should be created and that promotion from the Provincial Educational Service to the Indian Educational Service should be made rather than that the higher scale suggested by the Government of India should be introduced. These proposals were under the consideration of the Government of India when the appointment of the Royal Commission was announced. Pending the recommendations of the Commission personal allowances in certain deserving cases have been granted to officers in the Provincial Educational Service.

The Lieutenant-Governor in Council has carefully considered the various suggestions made from time to time for the improvement of the service and recommends:—

(1) a time-scale rising from Rs. 250 to Rs. 500 on the terms proposed for the Provincial Executive Service;

(2) above this there should be a limited number of graded posts to which officers should be promoted by seniority, subject to an efficiency bar, with power reserved to Government to grant special promotion in deserving cases.

This would not however provide for the specially distinguished officers qualified for such posts as—

(*i*) Principals of Colleges.
(*ii*) Inspectors of Schools.
(*iii*) University Professors.
(*iv*) Specialists of various kinds distinguished by learning or special qualifications recognised beyond India.

Mr. Jennings has recommended that in addition to the present system of nomination for the Provincial service distinguished members of that service should be eligible for promotion to the Indian Educational Service and that no distinction should be made between members of the Indian Educational Service whether they are recruited by promotion for distinguished ability or whether they are recruited direct by the Secretary of State. He considers that some 20 per cent. of the posts should be reserved for such promotions. The Lieutenant-Governor in Council cannot wholly accept this recommendation. The Provincial Educational Service was intended to be parallel and not subordinate to the Indian Educational Service, the sole difference between the two being that the latter is recruited by the Secretary of State from persons trained in British Universities and the former by the Local Government from graduates of Indian Universities. To reserve a fixed proportion of 20 per cent. of the posts in the Indian Educational Service for members of the Provincial Educational Service would to a large extent do away with this distinction. In exceptional cases officers of the Provincial Educational Service should be appointed to the Indian Educational Service, but care should be taken that the conditions of admission to that service are in no way relaxed or, in other words, that only men holding an English honours degree or who have completed in England a prescribed course of post graduate study should be so appointed. Officers with only Indian qualifications will be in a sufficiently favourable position if the pay of the service is increase in the manner which has been suggested and a limited number of grade posts above the time-scale are created for deserving and senior members. Officers of the Provincial who are appointed to the Indian Educational Service should draw the same pay as other members of that service.

3. **The number of posts in each grade and the provision, if any, made in the cadre for leave and**

APPENDIX VII—*continued.*

training.—The number of posts in each grade is as follows:—

Class I	1
Class II	2
Class III	2
Class IV	3
Class V	3
Class VI	5
Class VII	12
Class VIII	13
Total	41

No provision is made in the cadre for training. Vacancies due to leave are filled by the temporary promotion of officers from the subordinate service. Some provision should be made in the cadre for a leave reserve for the inspecting staff, who do not enjoy vacations, so that the service might be self-contained and a more definite line drawn between the Provincial and the Subordinate Services. As regards Professors and Headmasters who enjoy regular vacations, such a necessity does not arise. The amount of long leave taken by these officers is not very great and temporary vacancies can be filled without difficulty.

4. **What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services.**—The posts of Hindi and Oriya Translators to Government are held by officers in the Provincial Educational Service who are seconded for the purpose.

5. **Whether any addition is required to the present cadre.**—Large additions are required to the present cadre which also requires regrading on scientific principles. Proposals have been submitted for increasing it by some 50 posts. With the institution of the new University and the resulting development and improvement of the Arts Colleges and Schools throughout the Province, further additions will be necessary, but it is not possible to say definitely at present the exact number of additional appointments which will be required. As the educational system develops new posts are created for definite duties and sanction to each post is obtained as occasion requires.

APPENDIX VIII.

Memorandum prepared by the Assam Administration relating to Educational Services.

INDIAN EDUCATIONAL SERVICE.

1. **The present regulations as to recruitment, training and probation, and whether all these regulations are satisfactory.**—Officers are recruited in England by the Secretary of State for India. There is no competitive examination, but the appointments are made on probation for two years subject to passing an examination in the vernacular. A reference is invited to paragraph Nos. 1 to 3 of the Note by the Chief Comissioner, dated the 9th April 1913, a copy of which is annexed for easy reference.

2. **The rates of pay and allowance in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.** There is no basis for comparison, in Assam, between the rates of pay and allowances in 1890 and 1900, and at the present time. In 1890 and 1900 there was no Imperial Educational Service in Assam, the only Imperial Officer being the Director of Public Instruction, who occupied a place in the Bengal Cadre of the Indian Educational Service and carried with him to Assam the pay of his grade in Bengal. At present there are four Indian Educational Service appointments on the usual rates of pay, namely, Rs. 500 to Rs. 1,000, one appointment for an Inspectress on Rs. 400 to Rs. 500 with a house allowance of Rs. 100, and an appointment outside the cadre for the Director of Public Instruction on Rs. 1,250—1,500. The Chief Commissioner's views as to the adequacy of these rates of pay are given in paragraph 4 of his note above referred to.

3. **The number of posts in each grade and the provision, if any, made in the cadre for leave and training.**—The Indian Educational Service is not a graded service. The number of appointments and the rates of pay attached have been given under head 2. No provision is made for leave or training.

4. **What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services.**—None.

5. **Whether any addition is required to the present cadre.**—No additions are required except for such purposes as expansion. Proposals have already been submitted for the increase of the cadre by six posts in connection with the enhancement of the status of the Cotton and the Murarichand Colleges.

PROVINCIAL EDUCATIONAL SERVICE.

1. **The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.**—Officers are recruited from the best available Masters of Arts of Indian Universities, and, in a few cases, from Indian Graduates in Honours of European Universities. There is no prescribed course of training. A reference is invited to paragraphs 1 and 2 of the Chief Commissioner's Note of the 9th April 1913 on the Provincial Service.

2. **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the prerates of pay and allowances are satisfactory.**—As in the case of the Imperial Service, there is no basis for comparison of the present rates of pay with those of 1890 and 1900. The highest officers under the Director of Public Instruction in 1890 and 1900 were the Deputy Inspector of Schools and Head Masters of Government High Schools, who drew pay at rates varying from Rs. 100 to Rs. 200 a month, and who were at the time of the union of Eastern Bengal and Assam taken into the Subordinate Educational Service. The rates of pay in the Provincial Educational Service are the same as those prevailing in Bengal, *i.e.*, the rates offered by a service of 8 grades rising from Rs. 200 to Rs. 700 a month. In addition to these grade appointments five posts have recently been created outside the grades on a time-scale of pay rising from Rs. 200 by annual increment of Rs. 10 to Rs. 350. The Chief Commissioner's views regarding the rates of pay and prospects of this service are explained in paragraphs 3 to 5 of his note above referred to.

3. **The number of posts in each grade and the provision, if any, made in the cadre for leave and training.**—The number of posts in each grade is noted below:—

Grade.	Number of Appointments.	Actual present occupation of the Grades.
I	—	—
II	1	—
III	1	1
IV	1	—
V	2	—
VI	2	2
VII	3	3
VIII	9	13
Total	19	19

No provision is made for leave or training.

4. **What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services.**—None.

5. **Whether any addition is required to the present cadre.**—Additions to the cadre are required only for such purposes as (*a*) expension, (*b*) elevation of the status of posts now graded in the Subordinate Educational Service. In connection with the enhancement of the status of the Cotton and the Murarichand Colleges, proposals have been submitted for an increase of the cadre by 8 appointments.

A. W. BOTHAM.
Offg. Second Secretary to the Chief Commissioner of Assam.

The 23rd October 1913.

APPENDIX IX.

Note, dated the 9th April 1913, by the Hon'ble Sir Archdale Earle, K.C.I.E., Chief Commissioner of Assam, on the Educational Services.

THE INDIAN EDUCATIONAL SERVICE.

1. *Recruitment of members of the Indian Educational Service.*—I see no reason to suggest any alteration as regards the method of recruitment for the Indian Educational Service, except that the practice of practically excluding Indians, which was followed till recently, should in my opinion, be abandoned in favour of the mere recent practice of appointing Indians also to that service. The Indians so appointed should be men of exceptional qualifications, and Local Governments should be allowed to suggest for appointment to that service the names of specially qualified Indians who are known to them. Incidentally it may be mentioned that the now abandoned practice of referring all Indian candidates to Local Governments for appointment to the Provincial Educational Service was productive of inconvenience, in that specially qualified men were appointed to that service, though they would more suitably have been appointed at once to the Indian Educational Service. These men naturally resented their relegation to an inferior service.

Though I hold the above view very strongly, I am fully aware of the great importance of a strong European element in the Indian Educational Service. This view is widely held even among Indians, who readily admit that, for the proper teaching of English, English teachers are required. A strong stiffening of Europeans is also needed in connection with the administration of the department. Principals of colleges have quite as much administrative as educational work to do, and, in order to maintain discipline and inculcate the spirit of English collegiate and school life a fair proportion of British officers is necessary. Subject, however, to the above condition, specially qualified Indians should, in my opinion, be admitted to the Indian Educational Service in suitable vacancies on precisely the same terms as their European *confrères*.

2. *Position of Anglo-Indians and locally educated Europeans in regard to the Indian Educational Service.*—Although the question is not likely to give much trouble, it is desirable to make clear the position as regards Anglo-Indians and locally educated Europeans. Persons of this class should be eligible for appointment by the Secretary of State, if they possess the necessary qualifications, provided that they are not Statutory Natives of India, in which case they should be eligible for appointment to the Provincial Service.

3. *Training of members of the Indian Educational Service.*—No special training seems to be required in the case of Indian Educational Service officers. These officers are selected because they have qualified in a particular line, and nothing further appears to be required.

4. *Pay of members of the Indian Educational Service.*—The existing system of pay is a time-scale on Rs. 500—50—1,000 a month, supplemented by allowances called junior and senior allowances at the rates of Rs. 200—10—250 and Rs. 250—50—500. The number of these allowances is not large, there being only 18 junior and 12 senior allowances for the whole of India. The rules lay down that those officers who have completed 15 years' service without succeeding to one of these allowances are eligible for allowances of Rs. 100 a month; and that those who only succeed to junior or senior allowances after 20 and 25 years of service respectively may draw the allowances at their maxima.

In 1909 the Government of India consulted Local Governments on certain proposals for the improvement of the pay of the Indian Educational Service. They explained that considerable difficulty had been experienced in recruiting for that service men of the high qualifications demanded, and pointed out that in several cases men newly appointed from home had, after their arrival in this country, become discontented with their prospects and resigned. They accordingly proposed that the present time-scale, instead of terminating at Rs. 1,000 a month, should be extended to Rs. 1,300, so that the pay of the service would be Rs. 500—50—1,300 a month. Above this there would be a higher scale of Rs. 1,400—$\frac{200}{3}$—1,800, to which officers who deserved advancement should be eligible for promotion. The total number of officers in the higher scale would be 20 per cent. of the whole strength of the Indian Educational Service (not including ladies) in India. Exchange compensation allowance would no longer be paid to officers appointed to the service, or, generally speaking, to those in the service who elected to come under these rules. But it would be continued to Directors of Public Instruction, whose pay would remain unchanged, and to officers drawing pay on the scale Rs. 500—50—1,000 with or without senior or junior allowances, who were brought on to the new scale of Rs. 500—50—1,300. The proposals were considered by the various Local Governments, but final orders have not yet been issued.

In my opinion there can be no question as to the necessity of improving the pay and position of officers in the Indian Educational Service, and subject to the modifications indicated in this and the ensuing paragraph, I approve of the proposals put forward by the Government of India. In this, as in other services, it is desired to extinguish the claim to exchange compensation allowance, but the fact seems to have been overlooked that the withdrawal of this allowance without any increase in the initial time-scale pay would entail a considerable loss on an officer during the first 12 years of service. I would therefore recommend that the pay of the lower scale should run from Rs. 550 to Rs. 1,350. This change in scale would almost exactly counterbalance the loss accruing from the withdrawal of exchange compensation allowance.

A further point that must be borne in mind is that educational officers come out to India at a later age than members of the other services, and are not infrequently married at the time of their arrival. A large proportion of them are stationed in towns and cities where the cost of living is unusually high, and living under those conditions, they find that their initial pay is inadequate. I would therefore recommend that recruits arriving after their twenty-sixth birthday should be allowed to enter the time-scale on Rs. 600, and that those who enter the service after their twenty-seventh birthday should start on Rs. 650 a month.

THE PROVINCIAL EDUCATIONAL SERVICE.

1. *Recruitment of members of the Provincial Educational Service.*—The present system of recruitment by nomination, which has worked well, should, in my opinion, be maintained. Officers are selected on account of given qualifications, and nothing further seems required. I agree with the proposal made in the letter of the Government of India, No. 912-920, dated the 26th October 1909, that Europeans, not being Statutory Natives of India, whose qualifications do not entitle them to admission to the Indian Educational Service, should be appointed outside the Provincial Educational Service on terms special to themselves. This is a matter of convenience, for the terms of the Provincial Educational Service are often not suitable in the case of such officers.

2. *Position of Anglo-Indians or locally educated Europeans in regard to the Provincial Educational Service.*—As in the case of the Indian Educational Service, although this question in practice is not likely to give rise to difficulty, it is as well to make the position clear as regards Anglo-Indians and locally educated Europeans. These persons should be eligible for appointment to the Provincial Educational Service only if they are Statutory Natives of India.

3. *Pay of members of the Provincial Educational Service.*—For many reasons I consider that a time-scale is better suited than a graded system to a Provincial Educational Service. The objections to the graded system have been summarised as follows by

the Government of India in paragraph 5 of their letter No. 912-920, dated the 26th October 1909: "Some members of the service arrive at it (the Provincial Service) by promotion from the subordinate ranks, others are appointed to the lowest grades of it at the beginning of their service, and between these two classes, especially if the work in which they are engaged is different, common grade promotion, whether by merit or by seniority, is open to obvious objections. The grade system also appears to offer needless difficulties to the recruitment of men at a higher initial pay than that of the lowest grades; and while, in order to secure the employment of properly qualified men, such recruitment is occasionally most desirable, it is not compatible with the principles on which a graded system is founded, and recourse to it must necessarily cause discontent. Again, it not infrequently happens that a Local Government desires to recruit an officer for a special post which requires a scale of remuneration proper to itself, beginning above the ordinary minimum, and not rising to the ordinary maximum; and there is no satisfactory way of including such an officer within the cadre of a graded system. Finally, there are cases in which a vacancy may best be filled, according to the circumstances existing at the time, either by the appointment of a European to the Indian Educational Service, or of a native of India to the Provincial, and consequently the relative number in those two services may fluctuate; but the graded system makes no provision for such fluctuation."

In Assam, moreover, the number of officers is so small that it is almost impossible to arrange for an even flow of promotion, particularly in view of the fact that new appointments are being constantly made, and that there is consequently an unusually large proportion of junior men. Under a graded system the less junior of these officers obtain unduly accelerated promotion, while those recruited a few years later are confronted by a serious block. I advocate, therefore, the introduction of a time-scale from Rs. 250 to Rs. 800 on the analogy of that proposed in the case of the Provincial Civil Service. I see no reason to suggest any difference as regards the remuneration of officers of the Provincial Executive and Educational Services.

4. *Further improvement of prospects of members of the Provincial Educational Service by means of promotion to the Indian Educational Service.*—In my opinion one of the principal causes of discontent in the Provincial Educational Service is the almost impossible barrier that has been created between that service and the Indian Educational Service. The Provincial Service has hitherto been a service of Indians, and the Indian Educational Service a service of Europeans, so that this barrier is practically one of race and on that account is particularly objectionable. However well qualified an Indian may be, he has hitherto had practically no chance of promotion, and he may find himself after years of good work subordinated to young European officers of possibly no better qualifications. I am aware that the Provincial Educational Service is theoretically on the same plane as the Indian Educational Service. This, however, is theory only. In practice it is largely pay which confers status.

In connection with the Indian Educational Service I have recommended that a larger number of specially qualified Indians should be recruited direct to that service. If that proposal is adopted, there will be less dissatisfaction in the Provincial Educational Service, and, therefore, less need for special promotion. Nevertheless, I am strongly opposed to barring the way of preferment in the case of any service. While I agree, therefore, with the principle underlying the proposal of the Government of India, as made in paragraph 11 of their letter No. 912-920, dated the 26th October 1909, that the prospects of the Provincial Educational Service should be rendered more attractive, I am entirely opposed to their specific proposal that the attraction should take the form of a higher scale of pay in the Provincial Educational Service for a limited number of selected officers. What specially selected officers of the Provincial Educational Service want is status quite as much as pay, and the proposal made by the Government of India seems to me to fall considerably short in that respect, inasmuch as the promoted officers would still be of inferior standing to officers of the Indian Educational Service. I strongly recommend, therefore, that when, in special cases, officers of the Provincial Educational Service are promoted, they should be advanced to the Indian Educational Service, and not to a special grade of the Provincial Educational Service.

As regards pay, on the other hand, I consider that the salary of Rs. 800 to Rs. 1,300 proposed by the Government of India for specially selected officers of the Provincial Educational Service would in many cases be unnecessarily liberal, while in others it might be insufficiently liberal. It might, for instance, be desirable to promote an officer of the Provincial Educational Service who was in receipt of a salary of Rs. 400 a month. It might be quite unnecessary forthwith to double his salary. All that would often be necessary would be to give him either the lowest pay of the Indian Educational Service or his own pay at the time of promotion, whichever is the higher, and thereafter to let him receive increments in the same way as officers of the Indian Educational Service. This should, I recommend, be the usual procedure, it being understood that in special cases promotion to any position in the higher time-scale might be sanctioned. In this way promoted officers would gain the status which they wish for, and, at the same time, a reasonable increase of salary. Under Article 63 of the Civil Service Regulations the salary of a Native of India appointed to an office which has usually been filled by nomination in England is, in the absence of special orders to the contrary, two-thirds of that assigned to an European. But this arrangement would be quite unsuitable in the present case. Two-thirds of the pay of officers of the Indian Educational Service would be insufficient remuneration for promoted Indians, and the grant of pay on a lower scale would maintain the barrier which it is desired to remove.

5. *Proportion of Indians to be admitted to the Indian Educational Service.*—I have shown above that I advocate (1) the admission, under stated conditions, of Indians to the superior service, and (2) the promotion of specially selected Provincial Educational Service officers to the Indian Educational Service. For reasons already stated the proportion of Europeans to Indians in the superior service must be reasonably effective. Whether it is possible or not to decide what proportion of places in the superior service should be occupied (1) by Indians appointed direct, or (2) by promoted Indians is a matter for each province to decide. As regards this province, the position is peculiar, in that there are comparatively few inhabitants of this province at present in the Education Department. It must also be borne in mind that on general grounds, administrative, personal and political, it is desirable that officers should usually belong to the province to which they are posted. While, therefore, I am in favour of seeing duly qualified Indians appointed to the Indian Educational Service direct and in special cases promoted thereto from the Provincial Educational Service, regard must be had, in the case of direct appointments, to the province from which a candidate hails, inasmuch as a direct appointment to the Indian Educational Service of an Indian from another province would be less favourably received, at any rate in the Assam Valley, than that of an European. I would not, therefore, as regards this province, particularly in view of its small cadres, lay down at present any hard-and-fast rule as to what number of places in the superior service should be ordinarily held by Indians. This may be done later when we have a larger proportion of residents of this province in the Education Department. Meantime, I would be quite willing to suggest the appointment of any specially qualified resident of this province for direct appointment or the promotion of any specially qualified officer of the Provincial Educational Service for promotion, as occasion may arise.

THE SUBORDINATE EDUCATIONAL SERVICE.

For reasons similar to those given in the case of the Provincial Educational Service, the present graded system must certainly be abandoned. The whole question of the rates of pay to be given in the

case of secondary teachers has been under discussion for a long time. The present rates are admittedly far below what is required. What rates, however, should be adopted will depend on the financial assistance which the Government of India is able to give to Local Governments. The time-scales to be adopted in respect of the various classes of officers composing the present Subordinate Educational Service must, therefore, stand over for the present.

GENERAL.

Obliteration of unnecessary distinctions in nomenclature.—As in the case of the Civil Service, I propose that there should be a single Indian Educational Service. list, with divisions to show (1) the officers recruited by the Secretary of State, (2) the at present so-called Provincial Educational Service officers, and (3) the at present so-called Subordinate Educational Service officers.

APPENDIX X.

Memorandum prepared by the Government of Burma relating to the Education Department.

I.—INDIAN EDUCATIONAL SERVICE.

(i) *Recruitment, training, and probation.*—On the subject of recruitment and training of Indian Educational Service officers, a detailed memorandum* has been submitted by the Director of Public Instruction (Mr. Covernton) to the Public Services Commission.

The Lieutenant-Governor has no suggestions to put forward with regard to the questions of the training and probation of Indian Educational Service officers, in both of which respects he considers that the existing arrangements are satisfactory. On the subject of recruitment, the following paragraph from a letter, dated the 1st November 1909, from the Director of Public Instruction, Burma, is reproduced:—"As regards the junior members of the Service, it is within the cognizance of Government that since 1907 two of those recruited from home and of less than three years' service have resigned in order to obtain what they consider preferable prospects in England, and that one Inspector appointed in 1908 duly arrived, only to throw up his appointment and return to Europe after a few weeks in the country. That difficulties in recruiting have occurred is also known to Government, more especially in connection with appointments to professorships in the Government College, Rangoon The fact that Burma is commonly believed—though, so far as the Educational Department is concerned, not upon very adequate grounds — to possess a peculiarly dangerous climate, no doubt accounts to a certain extent for the special difficulties in recruiting officers to serve in the Indian Educational Service in this country. But there are more general reasons, notably the increase in the last ten or fifteen years of attractive educational posts in both the British Isles and the Colonies and Dependencies other than India, and the growing recognition of the fact that the expenses of life in India are rising rapidly while the purchasing value of any Indian salary falls below that of much smaller salaries paid for corresponding work in England. It would appear, moreover, that there has been a failure at home to get into close touch with the College authorities in British Universities and to notify suitably the permanent nature and the genuine advantages of the Service. In not a few cases that have come under my own observation the discovery by suitable candidates of the very existence of the Service has been due to accident, and the acquisition of information as to the procedure of appointment or qualifications demanded has been left to the unaided initiative of the would-be applicant. Unless steps are taken to remedy these obvious defects the concession of even the most favourable terms to the Service as a whole will be largely stultified."

The Lieutenant-Governor is disposed to concur in the view that the existing pay and prospects of the Indian Educational Service in Burma give rise to difficulties in recruitment. So far as these difficulties are caused by the existing rates of pay they are no doubt capable of being removed by the reorganization of the Service upon the lines contemplated by the Government of India in their letter to Local Governments of the 26th August, 1909.

(ii) *Rates of pay and allowances.*—The Indian Educational Service, as it is at present constituted, was not in existence in Burma in 1890. The four officers of the Superior Service, who used to hold appointments now usually held by officers of the Indian Educational Service, did not belong to a regular graded Service, although the pay of the Inspectors of Schools corresponded to the 3rd and 4th grades of the Bengal Graded Educational Service, while the pay of the Director of Public Instruction corresponded to that of an officer of the 1st grade of that Service. Thus in 1890 their pay was:—

	Rs.
1 Director of Public Instruction ...	1,250—1,500
2 Inspectors of Schools	750—1,000
1 Inspector of Schools	500— 750
4	

By 1900 the Indian Educational Service had been constituted, but Burma was declared to be outside the scheme. Inspectorships, however, were filled by recruitment in England on conditions similar to those on which Indian Educational Service officers were generally recruited. The following lists shows the pay attached to the superior appointments in the Education Department in 1900:—

	Rs.
1 Director of Public Instruction...	1,250—1,500
2 Inspectors of Schools	750—1,000
2 Inspectors of Schools	500—1,000
1 Principal, High and Normal School	500— 650
6	

At the present time the pay of the Indian Educational Service officers is as follows:—

	Rs.
1 Director of Public Instruction	1,500—2,000
1 Inspector of Schools (old scale)	750—1,000
5 Inspectors of Schools ...	500—1,000
1 Principal of College ...	500—1,000
6 Professors of College ...	500—1,000
2 Principals of High and Normal Schools	500—1,000
1 Inspectress of Schools ...	400— 500 (vacant).
17	

In addition, one personal allowance of Rs. 250—500 is held by the senior Inspector of Schools and two allowances of Rs. 200—250 are held by the next senior Inspector and the Principal of the Rangoon College respectively. All officers also draw a Burma allowance of Rs. 100 so long as their salary, exclusive of the allowance, does not exceed Rs. 1,000 per mensem.

Under the Secretary of State's orders, officers of 15 years' approved service may draw Rs. 100 a month extra, if they have not in the meantime become entitled to one of the personal allowances, but in this province the value of this concession is annulled by the fact that the Rs. 100 Burma allowance is discontinued when the officer's pay exceeds Rs. 1,000.

The existing rates of pay and allowances cannot be considered satisfactory. Some suggestions for putting the Indian Educational Service on a proper

* *Vide* Mr. Wedderspoon's Written Statement, paragraphs 83,357–62.

footing in these respects were made in this Government's letter No. 1192—1 E.-105, dated the 28th December, 1909, to the Government of India. The Lieutenant-Governor adheres to those recommendations which, briefly summarized, are:—

(1) That the initial pay should be Rs. 500—50—1,250.

(2) That there should be a higher scale of Rs. 1,500—200/3—1,900, to which deserving officers should be eligible for promotion, the number of appointments in the higher scale being settled on a percentage of the total strength of the officers of the Service in the province.

(3) That a special allowance of Rs. 250 should be attached to the post of the Principal, Rangoon College. At the suggestion of the Government of India, the Lieutenant-Governor has recently agreed that this allowance might suitably be fixed at Rs. 200.

(4) That the pay of the Director of Public Instruction should be Rs. 2,000—100—2,500.

(5) That exchange compensation allowance should be allowed to the Director of Public Instruction. That existing incumbents who are transferred to the lower scale should continue to receive exchange compensation allowance, and that any officer transferred to the higher scale who would lose by the transfer if accompanied by discontinuance of exchange compensation allowance should continue to receive the equivalent of the exchange compensation till the loss was extinguished.

(6) That the Inspectresses of Schools should receive pay without exchange compensation allowance at the rate of Rs. 400—20—500 per mensem, and thereafter if their services are approved Rs. 500—25—750. That a free passage home should be allowed at the end of the five years for which they will be recruited in the first instance. This should not be allowed to those who continue to remain in the Service on the higher scale.

(iii) *Posts in each grade, and provision for leave and training.*—The Indian Educational Service is not graded. It comprehends 17 appointments which may be classified as under:—

Direction	...	1,500—2,000 = 1	Appointment.
Inspection	...	750—1,000 = 1	do.
		500—1,000 = 5	do.
		400— 500 = 1	do. (vacant).
Teaching	...	500—1,000 = 9	do.

There is no provision in the cadre against casualties such as leave and training.

(iv) *Appointments outside cadre held by officers of the Service.*—No officer of the Indian Educational Service holds an appointment which is not included in the sanctioned cadre for the province.

(v) *Additions required to the present cadre.*—The recent measures for the extension and improvement of every branch of education will inevitably necessitate considerable additions to the Indian Educational Service, both in the inspecting and teaching branches. Various proposals are now under consideration; and applications for increased staff will be submitted in due course for the sanction of the Government of India and the Secretary of State.

II.—PROVINCIAL EDUCATIONAL SERVICE.

(i) *Recruitment, training, and probation.*—Hitherto the majority of appointments have been made by selection from the Subordinate Educational Service. Three exceptions, however, have occurred during the past few years where officers were recruited for posts requiring special qualifications. These three were:—

(*a*) Professor of Mathematics, Government College, Rangoon;

(*b*) Lecturer in Mathematics and Physics, Government College, Rangoon; and

(*c*) Technical Instructor, Government School of Engineering, Insein.

As the Service is at present constituted, the principle that officers in the Provincial Educational Service should as far as possible be recruited from the Subordinate Educational Service is, in the Lieutenant-Governor's opinion, sound. Many officers of the latter Service are fully qualified for ordinary posts now included in the cadre of the former, and it is well that they should be given opportunities for promotion as they arise. As will be seen, however, from the succeeding paragraph, an improvement in the pay and prospects of the Service would probably attract a better class of candidate for direct recruitment, and this would tend to a general raising of the standard of efficiency.

This Government has also represented strongly to the Government of India the desirability of modifying, in the case of Burma, the principle that Europeans should not be admitted to the Provincial Educational Service. The following extract from this Government's letter is reproduced for the information of the Royal Commission:—"Sir Herbert White desires, however, to press as strongly as possible for a reconsideration, so far at least as this Province is concerned, of the orders restricting recruitment to the Provincial Educational Service to natives of India. He is not yet aware of the grounds on which the Government of India propose to impose this restriction. In Burma, in the Provincial Civil Service, it has been definitely decided that a certain number of Europeans should be appointed. These officers have similar pay and prospects to those which will be secured for Provincial Educational Service officers under the proposed scheme and it is not found that as a class they are discontented or inefficient. The standard of education among Burmans in this Province is not yet very high and the number of Burmans qualified for posts in the Provincial Educational Service is comparatively small. The result of excluding Europeans from the Provincial Educational Service will be that some posts, at least, will have to be filled by officers not fully qualified or by officers recruited in other Provinces. Either of these alternatives is much to be deprecated. As a rule it is not found that natives of other Provinces are suited for employment in the local Provincial Services. It is certain that their employment to any appreciable extent would be keenly resented by the Burmese people. In the case of the Provincial Civil Service, it is the rule that no one who is not a native of India should be appointed without the previous sanction of the Government of India. If this rule is adopted in the case of appointments to the Provincial Educational Service the Lieutenant-Governor submits that there need be no objection to the admission of a certain proportion of Europeans to that Service. The expedient of appointing to the Education Department on special terms officers who are in neither the Indian nor the Provincial Educational Service is a very awkward one and, His Honour ventures to submit, has nothing to recommend it. It involves the consideration of special terms in each individual case and often protracted correspondence involving serious delay. If it is admitted that, in some cases, Europeans not qualified for the Indian Educational Service should be admitted to the Education Department, there seems no valid reason for their exclusion from a Provincial Service so constituted as to give reasonable pay and prospects to its members. It is no doubt desirable that the Provincial Educational Service should be declared to be ordinarily reserved for Natives of India. But the Lieutenant-Governor can see no good reason, so far as this Province is concerned, why Government should bind itself not to admit a certain proportion of Europeans should necessity arise. I am to ask the consideration of the Government of India to this representation."

The training of Provincial Educational Service officers, if they are selected from the Subordinate Educational Service, is not a matter of great moment. They are required, after promotion, to undertake similar duties to those which they have already undertaken, and special training is therefore unnecessary. Where, for any special reason, an outsider is appointed to the Provincial Educational Service it may be necessary for him to undergo a period of training and probation. At present there exist certain departmental regulations as regards qualifying in the theory and practice of education, to which all officers are required to conform within a reasonable time.

It follows that, in His Honour's opinion, the existing systems of training and probation of officers of the Provincial Educational Service are satisfactory.

(ii) *Rates of pay and allowances.*—Until 1904 no Provincial Educational Service existed in Burma. The statement below shows the pay and allowances of the appointments at present included in the service, and those attached to the corresponding appointments in 1890 and 1900:—

APPENDIX X—*continued.*

1890.	1900.	Present.
		At Rs. 500—700. 1 Assistant Director of Public Instruction (with Personal Allowance of Rs. 100). 1 Inspector of Schools.
	At Rs. 300. 1 Headmaster, Engineering School	*1 Headmaster, Engineering School, Insein.
At Rs. 400. 1 Headmaster of High School ...	At Rs. 400. 1 Headmaster of High School ...	At Rs. 400—500. 1 Headmaster, Government High School, Rangoon.
		At Rs. 300—600. 1 Professor of Mathematics, Government College, Rangoon.
At Rs. 200—250. 1 Superintendent, Reformatory School.	At Rs. 200—250. 1 Superintendent, Reformatory School.	At Rs. 300—500. 1 Professor of Pâli, Government College, Rangoon. 1 Superintendent, Reformatory School.
	At Rs. 250. 4 Assistant Inspectors	At Rs. 300—400. 6 Assistant Inspectors of Schools. 1 Assistant Inspector of Schools. (Vacant.) 1 Lecturer.
At Rs. 400. 1 Headmaster, High School... ...	At Rs. 400. 1 Headmaster, High School ...	At Rs. 400. 2 Headmasters.
		At Rs. 300—350. 1 Technical Instructor, Engineering School, Insein.
At Rs. 250. 1 Editor, Vernacular Text Books ...	At Rs. 250. 1 Editor, Vernacular Text Books ...	At Rs. 250. 1 Editor, Vernacular Text Books.
		At Rs. 200—250. 1 Assistant Inspectress. (Vacant.)
4	9	20

* The pay of this appointment has been temporarily raised to Rs. 800 and an Assistant Engineer of the Imperial Branch of the Public Works Department is at present holding the post as an experimental measure for two years.

Though there would seem to be no special feeling of dissatisfaction among the members of the Provincial Educational Service, there is room for improvement in the pay and prospects of the service. The attractions of the service are not sufficient to secure the most highly educated and best qualified candidates, while the other Provincial Services offer a more promising career, and are therefore more eagerly desired. In order to ameliorate the conditions of the service, the Local Government in its letter No. 97M.—6E.-8, dated the 30th April, 1908, to the Government of India in the Home Department, made certain suggestions, which are briefly stated in paragraph 15 of the historical memorandum.

The Government of India approved these suggestions in their letter No. 912—920, dated the 26th October, 1909, and proposed further concessions by the admission of a limited number of selected officers to a higher scale beginning at Rs. 800 per mensem and advancing by periodical increments of Rs. 100 to Rs. 1,300 per mensem, the increments being triennial up to Rs. 1,000 and thereafter biennial. The Lieutenant-Governor thinks that these concessions should be granted, and that they would sufficiently improve the prospects of the service.

(iii) *Number of posts in each grade and provision for leave and training.*—The Provincial Educational Service in Burma is not a graded service, but officers are remunerated according to the posts which they hold, a certain rate of pay being assigned to each post or group of posts. It consists of 20 appointments in all, which are grouped as below :—

At Rs. 500 to 700 = 3 appointments.

[The incumbent of one of these appointments enjoys a personal allowance of Rs. 100, and another appointment is at present held as an experimental measure by an Assistant Engineer of the Imperial Branch of the Public Works Department on an increased pay of Rs. 800 per mensem.]

At Rs. 400 to 500 = 1 appointment.
At Rs. 300 to 600 = 1 do.
At Rs. 300 to 500 = 2 appointments.
At Rs. 300 to 400 = 8 do.
At Rs. 400 = 2 do.
At Rs. 300 to 350 = 1 appointment.
At Rs. 250 = 1 do.
At Rs. 200 to 250 = 1 do. (vacant).

There is no provision for leave and training.

(iv) *Appointments outside the cadre held by officers of the service.*—At present the Professor of Pâli, who belongs to the Provincial Educational Service, is officiating as Superintendent, Archæological Survey, Burma; three Assistant Inspectors, all belonging to the Provincial Educational Service, are officiating for Inspectors in the Indian Educational Service, and a Headmaster of the same service is officiating in place of an Indian Educational Service Principal of a High and Normal School.

(v) *Addition required in the cadre.*—The cadre of the Provincial Educational Service needs strengthening. The Headmasters of Normal Schools and the Headmasters of High Schools should, the Lieutenant-Governor considers, be included in this service. At present they are all included in the Subordinate Service, although their position and duties probably entitle them to inclusion in the higher service.

SUBORDINATE EDUCATIONAL SERVICE.

(1) *Recruitment, training and probation.*—The Subordinate Educational Service includes all Deputy Inspectors and Sub-Inspectors of Schools; the subordinate staff of the Engineering School, Insein, the Insein Reformatory and the Text-book Committee; some of the Subordinate Staff of the Rangoon College, and all teachers in Anglo-Vernacular, Vernacular and European Schools, including Normal Schools. The following are, however, exceptions :—

(*a*) The Headmasters of the High Schools at Moulmein, Prome and Rangoon are in the Provincial Educational Service.

(*b*) The Headmaster of the European High School, Maymyo, and the Headmaster of the School for the Sons of Shan Chiefs, Taunggyi, hold special appointments outside the Educational Services.

As regards Deputy Inspectors of Schools, vacancies are filled—

(1) by the appointment of teachers of long service and approved merit who have passed the University Matriculation or some higher examination. These are selected from Government or aided schools;

(2) by the appointment of students from the College who have passed either the I.A. or B.A. Examination (direct appointments from the College however of this nature are not common); and

(3) by the promotion of specially selected Sub-Inspectors who have passed the IXth Standard Vernacular or a higher examination.

Deputy Inspectors of Schools are appointed on two years' probation, during which they are required to obtain a Middle School Teachers' Certificate if they do not already possess it. Deputy Inspectors of Schools may either be English-speaking or Burmese-speaking officers. Of the Deputy Inspectors now serving 14 are unacquainted with English

APPENDIX X—*continued.*

Sub-Inspectors are appointed in a similar manner to the Deputy Inspectors, that is, they are chosen from the ranks of vernacular teachers and are selected from the staffs of Government and aided schools; all of them have obtained at least the Middle School Vernacular Teachers' Certificate before appointment.

Teachers are trained in the Normal schools of the province. The number of these is necessarily limited, and, where trained men are not available, untrained men are appointed who have satisfactory literary qualifications, but these are drafted in turn, as they can be spared, to the Normal schools for training. The present regulations are considered satisfactory.

It is desirable that in secondary schools the qualifications for Headmasterships and 1st Assistantships should ordinarily be the B.A. degree (or an equivalent) with a further qualification in the theory and practice of education, and that for posts of 2nd, 3rd and 4th Assistants a pass by the Intermediate Examination in Arts and Science with a teaching qualification, and for the rest the Matriculation or High School Final Certificate with a teaching qualification should be required. But these qualifications cannot be insisted on till the prospects and position of the teachers have been considerably improved.

(ii) *Rates of pay and allowances.*—The Subordinate Educational Service was constituted, simultaneously with the Provincial Educational Service, in 1904. The rates of pay and allowances of the appointments at present included in the service and those attached to the corresponding appointments in 1890 and 1900, are shown in the subjoined statement.

1890.	1900.	Present.
	Inspecting Branch.	
	At Rs. 200.	At Rs. 250.
	8 Deputy Inspectors.	6 Deputy Inspectors.
	At Rs. 150.	At Rs. 200.
At Rs. 250.	7 Deputy Inspectors.	14 Deputy Inspectors.
3 Deputy Inspectors.		At Rs. 150.
At Rs. 200.		19 *Deputy Inspectors,
7 Deputy Inspectors.		At Rs. 120.
At Rs. 150.	At Rs. 100.	33 *Deputy Inspectors.
13 Deputy Inspectors.	21 Deputy Inspectors.	
23	36	72
		At Rs. 100.
		4 Sub-Inspectors.
	At Rs. 50.	At Rs. 80.
	1 Sub-Inspector.	16 Sub-Inspectors.
23	37	92
	Teaching Branch.	
Rs.	Rs.	1st Class (Rs. 200—400). 13 Appointments.
300—400 ... ... 1 Appointment.	300—400 ... ... 1 Appointment.	350—400 ... 1 Appointment.
	300 ... ... 1 do.	300—400 ... 1 do.
	250 ... ... 2 Appointments.	325—350 ... 1 do.
	200—250 ... ... 1 Appointment.	300—325 ... 1 do.
	200 ... ... 1 do.	200—300 ... 1 do.
		200—250 ... 8 Appointments.
200 (and over) ... 3 Appointments.		2nd class (Rs. 150—250). 22 Appointments.
	150—200 ... ... 1 Appointment.	150—250 ... 5 Appointments.
Less than 200 ... 27 Appointments.		200 ... 2 do.
	120—170 ... ... 1 Appointment.	180—200 ... 2 do
	150 ... ... 2 Appointments.	175—200 ... 3 do.
		150—200 ... 3 do.
		100—200 ... 7 do.
		3rd class (Rs. 120—180). 30 Appointments.
	100—150 ... ... 1 Appointment.	160—180 ... 5 Appointments.
	110 ... ... 1 do.	150—175 ... 2 do.
	105 ... ... 1 do.	150—170 ... 1 Appointment.
	100 ... ... 2 Appointments.	120—170 ... 1 do.
		140—160 ... 21 Appointments.
		4th class (Rs. 100—150). 84 Appointments.
	85 ... ... 2 Appointments.	130—150 ... 1 Appointment.
	80 ... ... 1 Appointment.	125—150 ... 2 Appointments.
	70—80 ... ... 1 do.	100—150 ... 16 do.
		120—140 ... 26 do.
	60—80 ... ... 7 Appointments.	100—125 ... 4 do.
	60 ... ... 6 do.	100—120 ... 34 do.
	50—80 ... ... 13 do.	115 ... 1 Appointment.
		5th class (Rs. 75—100). 40 Appointments.
		100 ... 5 Appointments.
	40—60 ... ... 1 Appointment.	80—100 ... 33 do.
	55 ... ... 1 do.	95 ... 2 do.
	50 ... ... 4 Appointments.	6th class (Rs. 60—80). 67 Appointments.
	40 ... ... 1 Appointment.	80 ... 6 Appointments.
	35 ... ... 1 do.	60—80 ... 54 do.
	30 ... ... 2 Appointments.	50—80 ... 2 do.
		75 ... 4 do.
		50—75 ... 1 Appointment.
		7th class (Rs. 15—60). 224 Appointments.
		60 ... 8 Appointments.
		50—60 ... 26 do.
		55 ... 2 do.
		50 ... 96 do.
		40—50 ... 5 do.
		40 ... 33 do.
		30—50 ... 3 do.
		30—40 ... 8 do.
		38 ... 1 Appointment.
		30 ... 30 Appointments.
		25 ... 5 do.
		20 ... 4 do.
		15 ... 3 do.
Total ... 31 Appointments.	Total ... 55 Appointments.	Total ... 480 Appointments.

* The sanctioned strength of these grades is 23 and 29 respectively.

The present rate of pay of Deputy Inspectors of Schools was sanctioned in 1903, and that of Sub-Inspectors in 1905. The cadre of Deputy Inspectors has recently been reorganized. The rates of pay have not been altered, but the number of appointments in the first three grades has been increased.

The prospects of teachers in Primary Schools have recently been materially improved. As to the teachers

in Secondary Schools, the Lieutenant-Governor, in consultation with the Director of Public Instruction, has suggested that the following scale of pay should ordinarily be given to members of a complete High School (exclusive of special appointments):—

	Rs.
Headmaster	300—10—400
First Assistant	200—10—250
Second Assistant	180— 4—200
Third Assistant	160— 4—180
Fourth Assistant	140— 4—160
Fifth Assistant	120— 4—140
Sixth Assistant	100— 4—120
Seventh Assistant	80— 4—100
Eighth Assistant	60— 4— 80
Ninth Assistant...	60— 4— 80

The introduction of this scale awaits the sanction of the Secretary of State.

(iii) *Posts in each grade and provision for leave and training.*—There are no regular grades except for the Deputy Inspectors and Sub-Inspectors of Schools. All other appointments are grouped in seven classes with a maximum and minimum pay attached to each. The number of appointments in the different grades and different classes is shown in the statement given above.

There is no provision made in the cadre for leave and training. When Subordinate Educational Officers are on leave or undergoing training the vacancies caused by their absence are filled by the appointment of outsiders.

(iv) *Appointments outside the cadre held by officers of the service.*—Six members of the service are at present officiating in the Provincial Educational Service—four as Assistant Inspectors, one as Professor of Pâli in the Government College, Rangoon, and another as Headmaster of the Government High School at Moulmein.

(v) *Additions required in the cadre.*—The Director of Public Instruction considers present cadre is insufficient, especially in the number of appointments of Deputy Inspectors. During the last two years fourteen appointments have been added to the grades of Deputy Inspectors; but there is urgent need for more appointments in order to supervise the maintenance grant in addition to the ordinary work of inspection. No definite proposals for an increase to the cadre are at present before the Local Government.

In the teachers' branch there is no urgent need for an increase in the number of appointments. Additional appointments necessitated by the expansion of education will be created every year as required.

APPENDIX XI.

Memorandum prepared by the Government of Madras relating to the Education Department.

Preliminary.—Excluding the subordinate ranks, the Educational Department in this Presidency is divided into two branches—

(1) the Indian Educational Service, and
(2) the Provincial Educational Service.

The information required by the Royal Commission is furnished below for each of these separately.

2. (i) *The Commission first enquires regarding the present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*

(*A*) *Indian Educational Service.*—Candidates for this are recruited by the Secretary of State in England and the general conditions of engagement appear on pages 211-12 of the India Office List for 1913. The appointments included in the service in this Presidency are—

Deputy Director of Public Instruction,
Principals of colleges (4),
Professors (11),
Inspectors of schools (8),
Inspectresses of schools (3),
Superintendent of the School of Arts, Madras,
Vice-Principal of the Teachers' College, Saidapet (near Madras),
Superintendent, Presidency Training School for Mistresses in Madras, and
Headmaster of the High School, Mercara, Coorg.

Candidates should, as a rule, be not less than twenty-three nor more than thirty years of age. They must be British subjects and must furnish evidence of having received a liberal education. In selecting candidates weight is given to the possession of—

(*a*) a University degree in Honours or other like distinction,
(*b*) experience as a teacher, and
(*c*) qualifications in special subjects, depending on the nature of the vacancy to be filled.

In selecting candidates for inspecting appointments weight is given to the linguistic talent, capacity for organization, and knowledge, practical or theoretical, of educational methods. First appointments to this service are on probation for two years, within which time the officer is required to pass an examination in a vernacular language.

The Secretary of State sometimes also supplies persons to fill temporary vacancies in this service. Such appointments are made for not less than a University year (of about nine months) with a prospect, in the case of thoroughly approved service, of future selection to fill either a temporary or permanent appointment.

There are also certain other special appointments, not included in the Indian Educational Service, candidates for which are generally, or if requested, recruited by the Secretary of State. The following appointments belong to this class:—

(*a*) Principal of the Law College, Madras.
(*b*) Junior professor at the Law College.
(*c*) Principal of the College of Engineering, Madras.
(*d*) Superintendent of Industrial Education and the experts under him.
(*e*) Mechanical Instructor, College of Engineering.
(*f*) Lecturer on Kindergarten, Teachers' College, Saidapet.

The Principal of the Law College should be a graduate of a University and a barrister-at-law of not less than five years' standing. The Principal of the Engineering College should ordinarily be an engineer. No special qualifications have been prescribed in respect of the other posts.

(*B*) *Provincial Educational Service.*—The following appointments are included in this service:—

(1) Principals of colleges.
(2) Professors.
(3) Lecturers.
(4) Inspectors of schools.
(5) Assistant inspectors of schools.
(6) Headmasters of schools.
(7) Instructors in the College of Engineering.
(8) Personal Assistant to the Director of Public Instruction.
(9) Deputy Superintendent of the Reformatory School, Chingleput.
(10) Assistant to the Professor of Hygiene and Bacteriology, Medical College, Madras.

No special qualifications have been formally prescribed in respect of the above posts.

3. There are also certain special appointments not definitely included in the Provincial Educational Service which are filled by His Excellency the Governor in Council and which are open to officers of that service along with others. These are—

(*a*) Assistant Inspectresses of girls' schools.
(*b*) Lecturers in the Teachers' College, Saidapet.
(*c*) Assistant Superintendent, School of Arts.

4. European and Eurasian officers appointed to any of the above posts are required to pass an examination in one of the vernaculars if they are engaged in teaching and in two vernaculars if they are employed on inspection. An officer who has taken the B.A. degree in one of the languages specified will not be required to pass the compulsory test in that language, but must pass the test in a second language

if he is engaged in inspection. Officers must pass the compulsory test in the first language within two years of their appointment to the department either permanently or on probation, and every officer engaged in inspection must similarly pass the test in the second lauguage within four years of his appointment.

5. The present regulations as to recruitment of the members of the Indian Educational Service seems to be satisfactory on the whole.

6. (ii) *The Royal Commission next enquires regarding the rates of pay and allowances in force in* 1890, 1900, *and at the present time, and whether the present rates of pay and allowances are satisfactory.*

The rates of pay and allowances in force in the three years mentioned were as under:—

1890.

	Rs.	
Special—		
Director of Public Instruction	2,000—50—2,250	1
Graded Officers—		1
I Class	1,250—1,500	2
II ,, ...	1,000—1,250	4
III ,, ...	750—1,000	8
IV ,, ...	500—750	1
Other officers	800—50—1,000	2
	600	1
	500—50—1,000	1
	500—25—750	1
	500—50—700	2
	500	1
	400—20—500	5
	400—10—500	2
	400	7
	300—10—400	1
	371½	2
	300	10
	200—10—300	

1900.

	Rs.	
Special—		
Director of Public Instruction	2,000—50—2,250	1
Graded Educational Service...	1,250—50—1,500	1
Indian Educational Service—		
I Class	500—50—1,000	
II ,, ...	500—20—600	13
III ,, ...	450—10—500	1
IV ,, ...	400—20—500	1
V ,, ...	350—10—450	2
Law College	1,200	1
College of Engineering ...	1,602¼ (pay drawn by a Royal Engineer — sanctioned pay Rs. 1,000—50—1,250.)	1
Provincial Educational Service—		
I Class	700	
II ,, ...	600	2
III ,, ...	550	1
IV ,, ...	500	1
V ,, ...	450	4
VI ,, ...	400	3
VII ,, ...	350	4
VIII ,, ...	300	4
IX ,, ...	250	5
X ,, ...	200	5
		5

1913.

	Rs.	
Special—		
Director of Public Instruction	2,000—100—2,500	1
*Indian Educational Service...	500—50—1,000	27
Other appointments recruited in England—		
Superintendent, Presidency Training School for Mistresses	350—10—450	1

* Four officers draw personal allowances—
Two of Rs. 250—50—500.
Two of Rs. 200—10—250.

1913—*continued.*

	Rs.	
Indian Educational Service—*continued.*		
Other appointments recruited in England—*continued.*		
Inspectresses	500—20—600	1
	450—10—500	1
	400—10—500	1
Lecturer on Kindergarten, Teachers' College ...	250	1
Superintendent of Industrial Education	1,250—50—1,500	1
Dyeing and Leather Experts	750	2
Law College	1,500	1
	650	1
Non-pensionable	250	2
Temporary	250	1
College of Engineering ...	1,000—50—1,250	1
	450	2
Provincial Educational Service—		
I Class	700	3
II ,, ...	600	3
III ,, ...	500	3
IV ,, ...	450	3
V ,, ...	400	4
VI ,, ...	350	5
VII ,, ...	300	6
VIII ,, ...	250	6
IX ,, ...	200	9
Other Appointments—		
Assistant Superintendent, School of Arts	350	1
Superintendent, Technical Institute, Madura ...	300—10—400	1
Lecturers, Teachers' College	250	2
	200	1
Assistant Inspectresses ...	250	1
	200	2

7. The present rates of pay and allowances of the Indian Educational Service are not considered satisfactory. The service is not popular and does not attract the type of men best qualified for its purposes, though the necessity of getting the best men has become more and more evident with the recent expansion of educational activities. There is also some discontent in the Provincial Educational Service. The Madras Government submitted to the Government of India in 1910 proposals for the improvement of the existing pay and allowances of both services, but the settlement of the questions involved is being held over pending the report of the Royal Commission on the Public Services in India.

8. (iii) *The third point on which the Commission requires information is the number of posts in each grade and the provision, if any, made in the cadre for leave and training.* The number of posts in each grade is given in detail in paragraph 6 above. Summarised it is—

	No.
Special—Director of Public Instruction ...	1
Indian Educational Service	27
Other officers recruited in England	12
Provincial Educational Service	42
Other officers appointed by the Local Government	12
Total	94

No provision exists at present in any of the *cadres* for leave or training. The proposals of this Government for the improvement of the prospects of the Provincial Educational Service referred to in the preceding paragraph included the provision of two appointments for these purposes. The Government have also under their consideration, at the instance of the Government of India, a proposal to constitute a somewhat similar reserve in the Indian Educational Service.

9. (iv) *Fourthly, the Royal Commission asks what appointments outside the authorised cadre are held temporarily or otherwise by the officers of the various services.* The posts of Special Director and Public Instruction and Curator, Madras Record Office, which

are outside the authorised *cadre*, are at present held by officers of the Indian Educational Service.

10. (v) *The last point on which the Commission asks for information is whether any addition is required to the present cadre.* To provide for the adequate inspection of educational institutions and the organisation of measures for the expansion of education in general, the Government have under their consideration proposals for strengthening the inspecting staff considerably. The Director of Public Instruction considers that an addition of twelve inspectors to the Indian Educational Service will be the maximum needed. It may also be found necessary to make some additions to the Provincial Educational Service. At present, for instance, it may happen that an Assistant Professor in the Presidency or other arts colleges can obtain admittance to the Provincial Educational Service only by being transferred from a college to the efficiency of which his retention may be essential. It is therefore proposed that some of the Assistant Professorships should be added to the *cadre* of the Provincial Educational Service.

APPENDIX XII.

Memorandum prepared by the Government of Bombay relating to the Education Department.

(1) The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.

System of Recruitment. — Appointments to the Indian Educational Service are made by the Secretary of State for India under rules with which the Royal Commission are no doubt familiar. Educational Inspectors in the Bombay Presidency are not recruited from England direct, but are selected from the headmasters and, more rarely, the college professors.

2. With regard to the question of the sufficiency of the present methods of recruitment, in paragraph 3 of their despatch to the Secretary of State for India, No. 18, dated the 15th August, 1908, the Government of Bombay expressed the following views regarding the qualifications required in candidates for professorships in Government colleges:—"It is of importance for the prestige of Government colleges that the men selected should have secured First Class Honours in the subjects they are required to teach. We beg leave to point out that, while a few years ago practically every professor had taken First Class Honours, the existing staff is very largely composed of young men whose qualification is a Second Class. A combination of youth, inexperience, and poor qualifications in the professors of Government colleges tends to lower these colleges in the estimation of the educated classes in India. It is also very desirable that the new professors should be able to take part in some of the students' games, such as cricket, tennis, or rowing. In addition to the usual qualifications in regard to age and appearance, it is of importance that the men selected should be gentlemen in the accepted sense of the term, and it is very important that they should be unmarried. The initial salary of a professor in the Indian Educational Service is not adequate for a married man. . . . We beg to suggest for Your Lordship's consideration that the candidates selected for the Indian Educational Service should be required to pass a physical test as high as that which is exacted in the case of candidates for the Indian Civil Service."

In paragraph 17 of their letter No. 1773, dated the 28th September, 1910, to the Government of India, the Government of Bombay made the following remarks:—"I am to take this opportunity of inviting attention to the system of recruitment for the Indian Educational Service. Recent experience tends to show that the methods of recruitment are inadequate. The Governor in Council has reason to doubt whether as good men are attracted to the service as even existing salaries and prospects could command, if the advantages were more widely known. I am to urge that great care should be exercised in the selection of candidates so as to prevent the recruitment of men who are not well fitted for the special needs of India, and whose selection necessarily entails unsatisfactory results . . . . . The European Service is a small one in comparison with the number of pupils under instruction and the area served. It is essential, therefore, that it should be manned only by men of character and personality calculated to influence Indian boys. This is of more importance than high academic distinctions. Now that it is proposed to improve the prospects of the service, it is probable that the field for selection will be wider than heretofore, and it will be possible to exercise greater care with the view of securing the former qualifications in all cases."

3. The above extracts represent also the present views of the Bombay Government. Subsequent experience in the matter of actual recruitment for certain posts has demonstrated clearly that men of the qualifications desired cannot be attracted to the service on the present rates of pay.

4. The Collegiate Branch of the Provincial Educational Service is recruited from among the most successful graduates of the Bombay University. The General Branch of that service is also manned by graduates but of lesser academic distinction. They enter the service as assistant teachers in high schools or assistant deputy inspectors and ultimately rise to headmasterships of high schools and vernacular training colleges respectively. This system of recruitment has been found to be satisfactory.

5. *Training.*—Neither in the Indian nor in the Provincial Educational Service rules is any special provision made for training, but assistant masters in high schools, from whom some members of the Provincial Service will hereafter be chosen, are now required to go through a course of training at the Bombay Training College for teachers in secondary schools.

6. *Probation.*—The period of probation for Indian Educational Service officers is usually two years. A similar period is sometimes fixed in the case of new appointments to the Provincial Service.

(2) The rates of pay and allowances in force in 1890 and 1900 and on the 1st April, 1913, respectively, and whether the present rates of pay and allowances are satisfactory.

7. The information regarding the rates of pay and allowances in force on the dates specified above in respect of both the services is given in Appendices A, B, and C. The Government of Bombay are of opinion that the present rates of pay and allowances in the case of both the Indian and Provincial Educational Services are altogether inadequate, and that the recent proposals made by the Government of India for their improvement, which, it is understood, have been placed by the Government of India before the Royal Commission, with the views of the local Governments thereon, should be carried into effect as early as possible.

8. The appointment of Director of Public Instruction is outside the Indian Educational Service and carries a salary of Rs. 2,000—100—2,500. As this post is one which, as a matter of fact, has with very rare exceptions always been held by an officer of the Indian Educational Service, it is legitimate to consider the question of the pay attached to it in relation to the question of the conditions of service in that Service. The Governor in Council is of opinion that a progressive pay for this prize appointment is not desirable and should be replaced by a fixed pay of Rs. 2,500 per mensem, more especially as under the reorganization scheme for the Indian Educational Service, referred to above, at least five officers would have the chance of rising to a salary of Rs. 1,800 per mensem.

9. *Pension.* — As in all other uncovenanted Civil Services, the maximum ordinary pension admissible to officers of the Indian Educational Service is Rs. 5,000 per annum, and the length of service qualifying for pension is ordinarily 30 years. The Governor in Council is not disposed to press for a higher pension for the officers in question in view of the fact that it is the same as that fixed for other uncovenanted services, but he considers that, having regard to the

fact that Indian Educational Service officers generally enter the service at a later age than is the case in other departments owing to the higher qualifications expecte dof them, i tis reasonable that the minimum period required to earn the full pension should be reduced from 30 to 25 years in their case.

(3) The number of posts in each grade and provision, if any, made in the cadre for leave and training.

10. The information regarding the number of posts in each grade will be found from Appendices A, B, and C. No provision is made in the cadre of either of the two Services in question for leave and training.

(4) What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the Indian and Provincial Educational Services.

11. No posts are held by officers of the Indian Educational Service outside their cadre except that of Director of Public Instruction. The post* of Superintendent of the Yeravda Reformatory School also, which is not included in the Provincial Educational Service, is recruited for from the headmasterships of high schools who belong to that Service.

(5) Whether any addition is required to the present cadre.

12. There are at present four headmasterships reserved for the Indian Educational Service officers in the Bombay Presidency, of which one is temporary. The question of making permanent the temporary post of headmaster referred to is at present under the consideration of the Bombay Government. Owing to the small staff of European headmasters maintained, and the numerous vacancies arising from one cause or another, the drafting of the headmasters into the Inspectorial branch has been rapid, to the great detriment of the schools. The N. J. High School at Karáchi was recently for five years without the European head to which it is entitled; and the Elphinstone High School seems likely to rival the same record. The post of Assistant to the Director has been a kind of reserve for the inspectorate, but it has now become difficult to fill this post itself from the Indian Educational Service, and it is now likely that it will be held by an officer of the Provincial Educational Service for a long time. There is practically always one inspector or headmaster on leave, and very often there are two. In these circumstances the Governor in Council considers it essential that there should be two supernumerary headmasters to give some of the schools the chance of retaining a European headmaster for a reasonable time. The average cost of two such appointments would be Rs. 1,700 per mensem or Rs. 20,400 per annum. The Government of Bombay have accordingly recently requested the Government of India to obtain the sanction of the Secretary of State to the creation of two posts of supernumerary headmasters in the Indian Educational Service of this Presidency.

13. No addition is required at present to the cadre of the Provincial Educational Service.

14. The Bombay Government would take this opportunity of drawing the attention of the Royal Commission to a point which relates to the status of deputy educational inspectors. From 1855 to 1896 these officers were included in the Bombay Provincial Service, and successive Directors of Public Instruction have urged that they should be restored to this position. The Bombay Government have also strongly and consistently supported this view; and in 1896 the Secretary of State for India entertained some doubt as to the propriety of classifying such responsible officers as deputy inspectors and headmasters of high schools in the subordinate service, and suggested that at least the several Governments might be permitted some latitude of discretion in the matter. The point was conceded by the Government of India not long ago in the case of the headmasters, but the deputy inspectors are still classed in the subordinate service on the ground that officers bearing a similar designation in Bengal have also been excluded from the Provincial Service. But it is believed that the functions of a deputy in Bengal are inspectional only, whilst in Bombay he has to administer as well as inspect several hundred primary schools, besides discharging other onerous and responsible duties with reference to other branches of education. These officers were much aggrieved by being deprived of a privilege greatly valued and long enjoyed, even though their appointments are still made by Government as though they were gazetted officers. At a meeting of the Bombay Legislative Council, held in July, 1912, a resolution was unanimously passed in favour of the inclusion of these appointments in the Provincial Service on the ground that the officers in question formed the backbone of the Educational Department in the districts, and that on them primarily rested the duty of making education popular among the masses.

Having regard to the facts and considerations stated above, and to the strong non-official support which has been accorded to the resolution referred to, the Governor in Council would strongly urge the desirability of including deputy educational inspectors in the Bombay Presidency in the Provincial Educational Service.

* Pay of the appointment is Rs. 200—25—400 per mensem.

ANNEXURE A.

*Graded *Service in* 1890.

Designation of the appointment.	Pay of the Post.	Allowances, if any.
	Rs.	
Principal, Elphinstone College, Bombay.	1,250-50-1,500	
Principal, College of Science, Poona.	1,250-50-1,500	
Educational Inspector, Central Division.	1,000-50-1 250	
Educational Inspector, Northern Division.	1,000-50-1,250	
Principal, Deccan College, Poona...	1,000-50-1,250	
Professor of Oriental Languages, Elphinstone College.	750-50-1,000	
Professor of Mathematics, Elphinstone College.	750-50-1,000	
Professor of Logic and Moral Philosophy, Deccan College.	750-50-1,000	
Professor of Chemistry and Geology, College of Science.	750-50-1,000	
Professor of Mechanism and Applied Sciences, College of Science.	750-50-1,000	
Educational Inspector, Sind ...	500-50-750	
Professor of Logic and Moral Philosophy, Elphinstone College.	500-50-750	
Professor of English and History, Elphinstone College.	500-50-750	
Professor of English Literature, Elphinstone College.	500-50-750	
Professor of Oriental Languages, Deccan College.	500-50-750	
Professor of Mathematics, Deccan College.	500-50-750	
Educational Inspector, Southern Division.	500-50-750	

* *Note.*—The old graded Educational Service corresponds nearly to the present Indian Educational Service. The pay of the officers of the graded service was as follows:—

1st Class on Rs. 1,250-50-1,500.
2nd Class on Rs. 1,000-50-1,250.
3rd Class on Rs. 750-50-1,000
4th Class on Rs. 500-50-750.

The post of Director of Public Instruction, being special, has not been included in the above list.

Posts on Rs. 200 *and above not included in the graded service in* 1890 *corresponding to those included in the present Indian and Provincial Educational Services.*

Designation of the appointment.	Pay of the post.	Allowances, if any.
Indian Educational Service.	Rs.	
Principal, School of Art, Bombay ...	800	Personal Allowance, Rs. 250.
Vice-Principal, School of Art, Bombay.	500-40-700	
Principal, Elphinstone High School	700	
Head Master, Poona High School ...	500	
Head Master, Belgaum High School	350	
Head Master, Karáchi High School	300	
Lady Superintendent, High School for Indian Girls, Poona.	350-30-500	
Lady Superintendent, Training College for Women, Ahmedabad.	300	

APPENDIX XII—*continued.*

Designation of the appointment.	Pay of the post.	Allowances, if any.
Provincial Educational Service.	Rs.	
Professor of Persian, Elphinstone College.	300-25-500	
Professor of Biology, Elphinstone College.	400-20-500	
Lecturer in Experimental Physics, Elphinstone College.	200-10-250	
Professor of Persian, Deccan College	300	
Superintendent, Mechanical Branch of the College of Science, Poona.	300	
Head Master, Ahmedabad High School.	500	
Head Master, Surat High School ...	400	
Head Master, Dhárwár High School	350	
Head Master, Sátára High School...	300	
Head Master, Dhulia High School...	250	
Head Master, Násik High School ...	250	
Head Master, Hyderabad High School.	250	
Head Master, Broach High School	250	
Head Master, Ratnágiri High School	200	
Head Master, Nadiád High School	200	
Head Master, Shikárpur High School.	200	
Head Master, Thána High School...	200	
Head Master, Sholápur High School	200	
Head Master, Kárwár High School	200	
Principal Training College, Ahmedabad.	300	
Principal, Training College, Poona	300	
Principal, Training College, Dhárwár	300	
Principal Training College, Hyderabad.	250	
Head Assistant to the Director of Public Instruction.	250	
Posts not corresponding to those included in the present Indian or Provincial Educational Services.		
1st Mathematical Master, College of Science.	200	
2nd Mathematical Master, College of Science.	200	
Botanical and Agricultural Lecturer, College of Science.	400	
Head Master, College of Science ...	250-20-350	
1st Master, do. ...	400	
Vice-Principal, Elphinstone High School.	400	
Head Master, Elphinstone Middle School.	200	
Vice-Principal, Training College for Men, Poona.	200	
Curator, Government Central Book Depôt.	350	
Deputy Educational Inspector, Karáchi.	300	
Deputy Educational Inspector, Poona.	250	
Deputy Educational Inspector, Surat.	250	
Deputy Educational Inspector, Khándesh.	250	
Deputy Educational Inspector, Dhárwár.	250	
Deputy Educational Inspector, Nagar.	250	
Deputy Educational Inspector, Sátára.	200	
Deputy Educational Inspector, Ahmedabad.	200	
Deputy Educational Inspector, Belgaum.	200	
Deputy Educational Inspector, Hyderabad.	200	

ANNEXURE B.

Indian Educational Service in 1900.

Designation of the Appointment.	Pay of the Post.	Allowances, if any.
	Rs.	
Principal and Professor of Mathematics, Elphinstone College, Bombay.	*1,250-50-1,500	
Professor of English Literature, Elphinstone College.	*1,250-50-1,500	
Educational Inspector, Central Division.	500-50-1,000	Personal Allowance, Rs. 200-10-250.
Educational Inspector, Sind ...	500-50-1,000	

* The incumbent of the post belonged to the old graded service.

Designation of the appointment.	Pay of the post.	Allowances, if any.
	Rs.	
Educational Inspector, Northern Division.	500-50-1,000	Personal Allowance, Rs. 200-10-250.
Professor of Logic and Moral Philosophy, Elphinstone College.	500-50-1,000	
Professor of Engineering, College of Science.	500-50-1,000	
Professor of History and Political Economy, Elphinstone College.	500-50-1,000	
Professor of History and Political Economy, Deccan College.	500-50-1,000	
Principal and Professor of Logic and Moral Philosophy, Deccan College, Poona.	500-50-1,000	Personal Allowance, Rs. 200-10-250.
Professor of English and History, Elphinstone College.	500-50-1,000	
Professor of English Literature, Deccan College, Poona.	500-50-1,000	
Principal, Elphinstone High School, Bombay.	500-50-750	
Head Master, Poona High School	500-50-750	
Head Master, Karáchi High School.	500-50-750	
Vice-Principal, Sir J. J. School of Art, Bombay.	500-50-750	
Principal and Professor of Civil Engineering, College of Science.	850*	Principal's Allowance, Rs. 200-10-250.
Principal, Sir J. J. School of Art, Bombay.	800	
Professor of Chemistry and Geology, College of Science.	500†	
Lady Superintendent, High School for Indian Girls, Poona	350-30-500	
Lady Superintendent, Training College for Women, Ahmedabad.	300	Personal Allowance, Rs. 200.

* The incumbent of the post belonged to the Public Works Department, and drew pay according to his rank in that department, *plus* an allowance of Rs. 200-10-250 sanctioned for the Principal of the College of Science (now styled College of Engineering).

† This was the salary drawn by the Officer of the Provincial Educational Service who was officiating in the appointment during the long leave, followed by death, of the permanent incumbent who belonged to the old graded service and performed the duties of Principal and Professor of Chemistry and Geology, College of Science, on Rs. 1,250-50-1,500.

Provincial Educational Service in 1900.

Designation of the appointment.	Pay of the post.	Allowances, if any.
	Rs.	
Professor of Oriental Languages, Elphinstone College.	700	
Professor of Mathematics, Deccan College	700	
Educational Inspector, Southern Division	600	
Director, Maharaja Takhtsingji Observatory, Poona.	500	
Head Master, Ahmedabad High School...	500	
Head Master, Belgaum High School ...	400	
Professor of Physics, College of Science...	400	
Professor of Botany and Agriculture, College of Science.	400	
Professor of Mathematics, College of Science.	400	
Professor of Biology, Elphinstone College	350	
Professor of Oriental Languages, Deccan College.	350	
Lecturer in Experimental Physics, Elpinstone College.	300	
Lecturer in Persian, Elphinstone College	300	
Principal, Ahmedabad Training College for Men.	300	
Principal, Poona Training College for Men	300	
Principal, Dhárwár Training College for Men.	300	
Principal, Hyderabad Training College for Men.	300	
Lecturer in Physics, Deccan College ...	250	
Lecturer in Engineering, College of Science.	250	
Head Assistant to the Director of Public Instruction.	250	
Lecturer in Persian, Deccan College ...	200	
Head Master, Dhulia Training School ...	200	
Superintendent, Mechanical Branch, College of Science, Poona.	150	
Vice-Principal, Poona Training College...	150	

APPENDIX XII—*continued.*

Subordinate Service in 1900.

(Posts on Rs. 200 and above.)

Designation of the appointment.	Pay of the post.	Allowances, if any.
	Rs.	
Head Master, Surat High School... ...	400	
Head Master, Dhárwár High School ...	350	
Curator, Government Central Book Depôt	350	
Head Master, Sátára High School ...	300	
Head Master, Dhulia High School ...	300	
Deputy Educational Inspector, Hyderabad	300	
Head Master, Násik High School... ...	250	
Head Master, Hyderabad High School ...	250	
Head Master, Broach High School ..	250	
Head Master, Sholápur High School ...	250	
Deputy Educational Inspector, Poona ...	250	
Deputy Educational Inspector, Dhárwár...	250	
Deputy Educational Inspector, Khándesh	250	
Deputy Educational Inspector, Surat ...	250	
Deputy Educational Inspector, Shikárpur	250	
1st Master, Elphinstone High School, Bombay.	250	
Deputy Educational Inspector, Belgaum .	200	
Deputy Educational Inspector, Ahmedabad	200	
Deputy Educational Inspector, Sátára ...	200	
Deputy Educational Inspector, Ahmednagar.	200	
Deputy Educational Inspector, Karáchi ...	200	
Head Master, High School, Ratnágiri ...	200	
Head Master, Elphinstone Middle School	200	
Head Master, High School, Nadiád ...	200	
Head Master, High School, Shikárpur ...	200	
Head Master, High School, Káwár ...	200	
2nd Master, Elphinstone High School ...	200	
Head Master, High School, Thána ...	200	
Head Master, High School, Godhra ..	200	
Instructor in Architectural Drawing, School of Art.	200	

ANNEXURE C.

Indian Educational Service in April, 1913.

Designation of the appointments.	Pay of the post.	Allowances, if any.
	Rs.	
Principal, School of Art, Bombay	750–25–1,000	
Professor of Physics and Chemistry, Gujarát College and Madhavlal Ranchhodlal Science Institute.	*500–50–1,000	
Professor of Botany and Chemistry, Gujarát College and Madhavlal Ranchhodlal Science Institute.	*500–50–1,000	
Assistant to the Director of Public Instruction.	500–50–1,000	
Educational Inspector, Central Division.	500–50–1,000	Personal Allowance, Rs. 250–50–500.
Educational Inspector, Sind ...	500–50–1,000	
Educational Inspector, Southern Division.	500–50–1,000	Personal Allowance, Rs. 200–10–250.
Inspector of European Schools ...	500–50–1,000	
Principal, Elphinstone College ...	500–50–1,000	Personal Allowance, Rs. 200–10–250.
Professor of History and Political Economy, Elphinstone College.	500–50–1,000	Special Allowance, Rs. 100.
Professor of Logic and Moral Philosopy, Elphinstone College.	500–50–1,000	House-rent, Rs. 100.
Professor of English and History, Elphinstone College.	500–50–1,000	
Professor of English Literature, Elphinstone College.	500–50–1,000	
Principal, Deccan College ...	500–50–1,000	Personal Allowance, Rs. 250–50–500.
Professor of Logic and Moral Philosophy, Deccan College.	500–50–1,000	
Professor of Mathematics, Deccan College.	500–50–1,000	
Professor of English, Deccan College.	500–50–1,000	
Professor of English Literature, Deccan College.	500–50–1,000	
Principal, Gujarát College ...	500–50–1,000	
Principal, Secondary Teachers' Training College.	500–50–1,000	Special Allowance, Rs. 100. House-rent, Rs. 100.
Principal, College of Engineering	500–50–1,000	Personal Allowance, Rs. 200–10–250
Professor of Mechanical Engineering, College of Engineering, Poona.	500–50–1,000	
Professor of Engineering, College of Engineering.	500–50–1,000	
Professor of Chemistry, College of Engineering.	500–50–1,000	
Professor of Civil Engineering, College of Engineering.	*500–50–1,000	
Principal, Elphinstone High School.	500–50–1,000	
The Head Master, Poona High School.	500–50–1,000	
The Head Master, N. J., High School, Karáchi	500–50–1,000	
The Head Master, Sardárs' High School, Belgaum.	500–50–1,000	
Vice-Principal, School of Art, Bombay.	500–50–700	
Lady Superintendent, Training College for Women, Ahmedabad.	350–30–500	
Lady Superintendent, High School for Indian Girls, Poona.	350–30–500	
Inspectress of Girls' Schools, Bombay and Northern Division.	300–40–500	
Inspectress of Girls' School, Sind	300–40–500	
Lady Superintendent, Training College for Women, Dhárwár.	250–10–300	

* The present holder of this appointment is an officer of the Public Works Department and draws pay according to his rank in that Department *plus* an allowance of Rs. 100 per mensem.

* The present incumbent of the post was appointed on Rs. 750.

Provincial Educational Service in April, 1913.

Designation of the appointments.	Pay of the post.	Allowances, if any.
	Rs.	
Educational Inspector, Northern Division.	700	
Professor of Sanskrit, Elphinstone College.	700	
Professor of Mathematics, Elphinstone College.	550	
Head Master, Dhárwár High School.	500	
Head Master, Násik High School	500	
Head Master, R. C. High School, Ahmebadab.	500	
Vice Principal, Secondary Training College, Bombay.	250–25–500	
Professor of Persian, Elphinstone College.	400	
Professor of Sanskrit, Deccan College.	400	
The Head Master, Broach High School.	400	
The Head Master, Northcote High School, Sholápur.	400	
The Head Master, B. J. High School, Thána.	400	
Principal Training College for Men, Ahmedabad.	400	
Principal Training College for Men, Poona.	400	
Principal Training College for Men, Dhárwár.	400	
Principal Training College for Men, Hyderabad.	400	
Professor of Science, Gujarát College.	300–50 500	
Professor of Mathematics, Engineering College.	350	
The Head Master, Shikápur High School.	350	

APPENDIX XII—*continued.*

Designation of the appointment.	Pay of the post.	Allowances, if any.
	Rs.	
The Head Master, Garud High School, Dhulia.	350	
Professor of Sanskrit, Gujarát College.	300	
Professor of History and Political Economy, Gujarát College.	300	
The Head Master, Hyderabad High School.	300	
The Head Master, Bijápur High School.	300	
The Head Master, Ratnágiri High School.	300	
The Head Master, Dhulia Training School.	300	
The Head Assistant to the Director of Public Instruction.	300	
Instructor to the Normal Class and Superintendent of Workshops, College of Engineering.	300	
Lecturer in Biology, Elphinstone College.	250	
Lecturer in Physics, Elphinstone College.	250	
Lecturer in Science, Deccan College.	250	
Lecturer in Persian, Deccan College.	250	
Professor of Mathematics, Gujarát College.	250	
Assistant Professor of Logic and English, Gujarát College.	250	
Head Master, Sátára High School	250	
Head Master, Kárwár High School	250	
Lecturer in Chemistry, Elphinstone College.	200	
Head Master, Surat High School	200	
Head Master, Nadiád High School	200	
Head Master, Godhra High School	200	
Lecturer in Engineering, College of Engineering.	200	
Lecturer in Persian, Gujarát College.	200	

Note.—The appointment of Assistant Professor of Mechanical Engineering, College of Engineering, Poona (Rs. 400-50-600), that of Superintendent of Pottery, Sir J. J. School of Art, Bombay (Pay Rs. 300-40-500), and that of Superintendent, Reformatory School, Yeravda (Pay Rs. 200-25-400), are outside the Indian and Provincial Educational Services, but the incumbents of these posts are gazetted officers.

Subordinate Service in April, 1913.
(Posts on Rs. 200 and above.)

Designation of the appointment.	Pay of the post.	Allowances, if any.
	Rs.	
The Deputy Educational Inspector, Sukkur.	300	
Do. Dhárwár ...	300	
Do. Surat ...	300	
Do. Bombay ...	300	
Do. Sátára ...	250	
Do. Kánara ...	250	
Do. Panch Maháls	250	
Do. Belgaum ...	250	
Do. Kaira ...	250	
Do. Hyderabad ...	250	
Do. Násik ...	250	
2nd Deputy Educational Inspector, Bombay.	250	
Head Master, Elphinstone Middle School	250	
Depuey Educational Inspector, Sholápur	250	
1st Master, Elphinstone High School ...	250	
The Deputy Educational Inspector, Poona.	200	
Do. Broach... ...	200	
Do. Ratnágiri ...	200	
Do. Bijápur ...	200	
Do. Ahmedabad ...	200	
Do. West Khándesh	200	
Do. East Khándesh	200	
Do. Lárkána ...	200	
Do. Thar and Párkar	200	
Do. Karáchi ...	200	
Do. Thána	200	
Do. Kolába... ...	200	
Do. Ahmednagar ...	200	
Vice-Principal, Training College for Men, Poona.	200	
Do. Ahmedabad	200	
Do. Dhárwár ...	200	
Do. Hyderabad...	200	
2nd Master, Elphinstone High School, Bombay.	200	
Special Mahomedan Deputy Educational Inspector for Urdu Schools, for the Southern Division.	200	
1st Assistant, Training College for Women, Poona.	200	
1st Assistant, Training College for Women, Ahmedabad.	200	
The Head Master, Ahmedabad Middle School.	200	

N.B.—The two posts of Lecturer in French at the Elphinstone College and Professor of French at the Gujarát College, being half-time appointments, have been omitted.

APPENDIX XIII.

Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Education Department.

THE EDUCATIONAL SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.

(*a*) *INDIAN EDUCATIONAL SERVICE.*

Recruitment.—Appointments to the Indian Educational Service are made in England by the Secretary of State on the recommendation of a Selection Committee.

The Service consists of two branches—

Teaching.—Principals, Professors of Colleges and Headmasters of Schools.

Inspecting.—Inspectors and Inspectresses of Schools.

Transfers are occasionally made between these two branches.

2. Candidates for both branches must be laymen, and generally between the ages of 23 and 30. They must be British subjects, and preference is given to distinguished graduates of Universities in the United Kingdom. There is no literary examination, but a candidate must undergo a medical test at the India Office with reference to his physical fitness for service in India. Importance is attached to (*a*) a University Degree with Honours, (*b*) a University Diploma in Teaching, (*c*) experience as a teacher, with bodily activity and proficiency in games.

Training.—Beyond a University course there it no compulsory technical training for the Educational Service. Some officers recruited had previously had some experience of teaching as professors or schoolmasters. For posts as Headmasters or Inspectors some officers went through a Secondary Training course in the United Kingdom. Others were appointed without technical training or experience.

Probation.—Officers are appointed in the first instance for two years on probation. Within that time an examination in one Vernacular must be passed. An officer who is not confirmed at the end of two years is provided with a passage to England. The decision as to whether an officer should be confirmed lies with the Local Government.

(*a*) *PROVINCIAL EDUCATIONAL SERVICE.*

Recruitment.—The Provincial Educational Service consists of two branches—

(*a*) *Teaching.*—This includes Professors of Colleges and Superintendents of Normal Schools for Women.

(*b*) *Inspecting.*—Two Circle Inspectors, three Assistant Inspectors of Schools and four Assistant Inspectresses of Schools.

For the Teaching branch persons are appointed in India by the Local Administration. They must generally be below 25 years of age. Preference is given

APPENDIX XIII—*continued.*

to distinguished graduates of Indian Universities. For Professorships importance is attached to a University Degree with Honours; for the posts in Normal Schools for Women, personal as well as educational qualifications are essential. For the Inspecting Branch University qualifications and experience are necessary. The five Inspectors' and Assistant Inspectors' posts were filled by promotion from the Subordinate Service.

Training.—For Professorships no technical training beyond that gained in a University is compulsory (except for Professors in the Training College). For appointments in Normal Schools for Women either training or exceptional experience is necessary. For posts as Inspectors, Assistant Inspectors and Inspectresses training or previous experience is essential.

Probation.—Every person appointed direct to the Provincial Service is on probation for the first two years of his service, unless the Chief Commissioner in any special case declares such probation unnecessary. During the period of probation the prescribed examinations in Vernacular must be passed.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.

(*a*) INDIAN EDUCATIONAL SERVICE.

Pay.

—	1890.		1900.		1913.	
	No. of posts.	Pay.	No. of posts.	Pay.	No. of posts.	Pay.
		Rs.		Rs.		Rs.
Director of Public Instruction	1	1,250—50—1,500	1	1,250—50—1,500	1	1,500—100—2,000
Assistant to Director of Public Instruction and Inspector of European Schools.	—	—	—	—	1	500—50—1,000
Inspectors of Schools	2	750—50 1,000	1	750—50—1,000	3	500—50—1,000
	1	500—50—750	2	500—50—750	—	—
Principals	1	500—50—750	1	500—50—750	4	500—50—1,000
Professors	—	—	—	—	5	500—50—1,000
Inspectresses of Schools	—	—	—	—	2	400—20—500
*Superintendent of Training Institution, Nagpur.	—	—	1	300—40—500	—	—

In 1890, the divisions into Indian Educational Service and Provincial Service had not been made. Corresponding to the present Indian Educational Service were four grades on Rs. 500—50—750, Rs. 750—50—1,000, Rs. 1,000—50—1,250 and Rs. 1,250—50—1500.

* Special appointment subsequently included in Indian Educational Service.

Allowances.

	1890.	1900.	1913.
Personal allowances	—	1 of Rs. 40 in alternate years; incremental up to Rs. 200.	1 of Rs. 100 under Manual of Appointments and Allowances, Article 159, for officers of over 15 years' service.
Allowances attached to posts	1 of Rs. 100 held by Principal, Jubbulpore College.	1 of Rs. 200-10-250	1 of Rs. 200—10—250 to Principal, Jubbulpore College. 1 of Rs. 100 to Inspectress of Schools.
Exchange compensation allowance	—	—	For all officers recruited in England.

(*b*) PROVINCIAL EDUCATIONAL SERVICE.

Pay.

—	1890.		1900.		1913.	
	No. of posts.	Pay.	No. of posts.	Pay.	No. of posts.	Pay.
		Rs.		Rs.		Rs.
Inspector of Schools	1	300	1	500—40—700	2	*500—40—700
Assistant Inspectors of Schools	—	—	—	—	3	200
Professors	1	300—20—300	1	300—20—400	1	300—20—400
	1	200—10—250	1	200—10—250	1	250—10—300
	2	150—10—200	3	150—10—200	2	200—10—250
	—	—	—	—	4	150—10—200
	—	—	—	—	4	200—20—500
Assistant Professors	—	—	—	—	2	100—20—200
Superintendents, Normal Schools for Women	—	—	—	—	2	1 on 300 2 on 200—10—250
Assistant Inspectresses of Schools	—	—	—	—	4	3 on 150—10—200

* NOTE.—The rate of pay of the junior of these two Inspectors is not yet decided.

Allowances.

—	1890.	1900.	1913.
Personal allowances	—	—	1 of Rs. 80 and 5 of Rs. 50 to Professors of the Government College, Jubbulpore.
Allowances attached to posts	—	—	1 of Rs. 100 to Vice-Principal, Training College.
Conveyance allowances	—	—	2 of Rs. 30 to Lady Superintendents of Normal Schools for Women. 4 of Rs. 20 to Assistant Inspectresses of Schools.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.

(*a*) INDIAN EDUCATIONAL SERVICE.

Posts.	Number.	Pay.
		Rs.
Director of Public Instruction ...	1	1,500—10—200
Assistant to Director of Public Instruction and Inspector of European Schools.	1	500—50—1,000
Principals	4	500—50—1,000 (1 Principal and 1 Professor are on Foreign Service).
Professors	5	
Inspectors of Schools	3	300—50—1,000
Inspectresses of Schools	2	400—20—500

No provision is made for leave or training.

(*b*) PROVINCIAL EDUCATIONAL SERVICE.

Posts.	Number.	Pay.
		Rs.
Inspectors of Schools	2	*500—40—700
Assistant Inspectors	3	200
Professors	1	300—20—400
	4	200—20—500
	1	950—10—300
	2	200—10—250
	4	150—10—200
Assistant Professors	2	100—20—200
Superintendents, Normal Schools for Women.	2	1 on 300 2 on 200—10—250
Assistant Inspectresses of Schools	4	3 on 150—10—200

* NOTE.—The rate of pay of the junior of these two Inspector is not yet decided.

No provision is made for leave or training.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the service.

(*a*) INDIAN EDUCATIONAL SERVICE.—The following appointments outside the authorised cadre are held by officers of the various services:—

(1) Principal of the Morris College, Nagpur (aided).

(2) Two Professors of the Morris College, Nagpur (aided).

(3) Principal of the Rejkumar College, Raipur (aided).

These four officers are members of the Indian Educational Service.

(*b*) PROVINCIAL EDUCATIONAL SERVICE.—*Nil.*

5. Whether any addition is required to the present cadre.

INDIAN AND PROVINCIAL EDUCATIONAL SERVICES.—The cadre will require constant strengthening with the development of education in all grades.

The question is dealt with more fully in the separate note attached, in which the Officiating Chief Commissioner deals with all the more important questions arising in connection with the Educational Service.

Note by the Officiating Chief Commissioner on the Educational Service.

Mr. Crump considers that the present organisation of the Indian Educational Service requires revision. Under the present system a probationer selected in England, with no experience of India or knowledge of Indian languages, is considered fit to hold charge as Inspector of a Circle or to act as Principal of a College. Such a system is fair neither to the officer himself nor to the Circle or College. Again, if an Inspector proceeds on leave, a temporary appointment is made by the Secretary of State to fill the vacancy, or if, as generally happens, no condidate can be obtained, the vacancy has to be filled by the temporary promotion of an officer of the Provincial Service, or by requiring an officer of the Imperial Service to take charge of two Circles or by deputing an officer of the Indian Civil Service to act as Inspector.

Conditions in the Colleges are very similar, except that, as there are generally other Professors of the Imperial Service besides the Principal, it is possible to arrange that one of these shall act as Principal on a vacancy occurring, so that a probationer is now seldom appointed Principal of a College immediately on his arriving in India.

The provision of a reserve for leave and training is therefore essential.

2. Another defect in the present organisation is due to the system of reserving certain posts to the Provincial Service, the work of which is identically the same as that of the officers of the Imperial Service Mr. Crump can see no reason, for instance, why one Inspector recruited in England should be called a member of the Imperial Service, while another recruited in India should be called a member of the Provincial Service. He would base the distinction between the Imperial and Provincial Services not on the method of recruitment but on the work to be performed.

3. In order to secure these results, the Service should be divided into two branches—

(*a*) Executive, including the Director of Public Instruction and Inspectors of Schools and certain Head Masters of High Schools;

(*b*) Professorial, including the Principals of Colleges.

4. Taking first the Executive Branch, the officers would be divided, as in the Indian Civil Service, into superior and inferior posts, the inferior posts forming the reserve for training and leave.

As regards their training, Mr. Crump has some hesitation in accepting the opinion of the members of the Indian Educational Service in these Provinces, as expressed in paragraph 2 of their representation, dated the 12th March, 1912, which is reproduced below:—

System of Training and Probation.

"We are of opinion that it would not be expedient to institute a period of training in England for members of the Indian Educational Service. Owing to the wide differences in the educational conditions of India and England, it is not essential that a candidate for the Indian Educational Service should have English Educational experience. Such experience, indeed, often has the disadvantage of tending to foster and harden ideas which are unsuitable to the educational conditions of India. The training of a recruit should be carried out in India.

"We consider that a recruit should, under no circumstances, be selected to act in the first instance as Principal of a College or as Inspector of Schools. Before he is called upon to undertake the wider responsibility of these offices, he should pass through a period of training as Professor in a College or as Head Master of a High School. We recommend that candidates should invariably be recruited as Professors of Colleges or as Head Masters of High Schools.

"We are in favour of the retention of the existing period of probation in India."

He believes that a preliminary training in educational methods in England would be valuable to an officer appointed to the Executive Branch, and he recommends that on selection probationers should be given an allowance of £200 on engaging to undergo a training for one year in the theory of education in England, and then to join the service in India. This training might be foregone, if the Selection Board considered that the probationer had already sufficient experience of teaching. The existing period of 2 years' probation in India would still be retained.

5. On first arrival a probationer from England in the Executive Branch would be appointed as Head Master of a Government High School, and would thus gain experience of India and of administration before he was called on to take charge of a Circle. This period of training should be at least 3 years.

The cadre should, therefore, be so adjusted that after 3 years' service as Head Master an officer should begin to officiate as an Inspector, and after 6 years' service should hold a Circle permanently without reverting, and should attain an Inspectorship permanently after 10 years' service. The exact percentage of inferior posts required to secure a reserve for

leave and training on this basis is an actuarial question, which Mr. Crump is unable to decide.

6. While in the grade of an Head Master the pay of an officer would be fixed at Rs. 500—50—1,000, while the pay of Inspectors would be fixed at Rs. 1,000—50—1,500 with a second time-scale of Rs. 1,600—50—1,800 after an officer had served 2 years on Rs. 1,500, this latter time-scale being open to 20 per cent. of the Executive cadre, but given only if the senior officers were of approved merit and ability. On reaching the 10th year of his service an officer would ordinarily pass into the class of Inspectors, the minimum pay of which is Rs. 1,000; but no officer should be permitted to enter this class until he is reported fully qualified to hold charge of a Circle. Further, no officer in the Inspector class should be allowed to draw more than Rs. 1,000 a month unless he holds charge of a Circle or a charge which, in the opinion of the Local Government, is of equal importance.

A Head Master placed in charge of a Circle would draw the officiating allowance under the ordinary rules in addition to his substantive pay, subject to a maximum of Rs. 1,000, which is the minimum pay of an Inspector, but the period during which a Head Master officiates in the Inspector Class would not count as service for increments in that class.

The pay of the Director of Public Instruction should be Rs. 2,000—100—2,500 instead of Rs. 1,500—100—2,000 as at present.

7. Similarly, for the Inspectresses of Schools. Mr. Crump considers that a reserve for leave and training is required, and that the present system by which a probationer is placed at once in charge of a Circle is unsound. With the present small cadre of 2, the reserve for leave and training of Inspectresses might be fixed at 1, which would give a total cadre of 3 appointments.

While under training the probationers would be employed either as Head Mistresses of High Schools for Girls, of which one has been recently started at Amraoti, or as Superintendents of Normal Schools for Women.

The rates of pay should be fixed at Rs. 450—30—600 on first appointment, and the pay of the post of Inspectresses would then be Rs. 600—25—800, the allowance of Rs. 100 per mensem, which it has been found necessary to give in the Central Provinces, being withdrawn. A Head Mistress would thus become an Inspectress after five years' service, but should not be allowed to draw more than this pay unless actually in charge of a Circle. When officiating as an Inspectress she would draw acting allowances according to the ordinary rules based on Rs. 600, which is the lowest pay of an Inspectress, with the provisos that the maximum amount drawn should not exceed Rs. 600 and that the period during which she officiates as Inspectress would not count as service for increments in that class.

8. As the most important part of the work of the Inspector of a Circle is the control and development of education on the best lines, he is no longer able to make detailed inspections of all the Vernacular schools of his Circle, nor is it necessary that he should do so. His inspection work in these schools should be limited to seeing that the inspections made by his subordinate inspecting staff are sufficient and conducted on proper lines, and in order to emphasise this fact, it is desirable to alter the name of the post to Deputy Director of Public Instruction. Thus organised, the Executive Branch of the Imperial Educational Service would consist of the Director of Public Instruction, the Assistant Director and the Deputy Directors of Public Instruction required for the Province and a reserve for training and leave.

9. The Provincial Executive Branch of the Service at present consists of 2 Inspectors and 3 Assistant Inspectors of Schools. As under the proposed reorganisation, all Inspectors, however recruited, will belong to the Imperial Service, the Provincial Service will consist only of Assistant Inspectors, who, with the change of nomenclature proposed for the Imperial Service, might now be called Inspectors of Schools. Hitherto, in these Provinces, the Assistant Inspectors of Schools have been recruited by selection from the Subordinate Educational Service, and no direct recruitment has been made. The Service contains no reserve for leave or training, and as it is not self-contained, leave vacancies are filled by promotion from the Subordinate Service.

The duties of an Assistant Inspector of Schools differ more in detail than in kind from the work of the Deputy Inspectors, who belong to the Upper Subordinate Service, and *primâ facie* with the present system of recruitment, there is no reason why they should form a separate service. The objections urged against direct recruitment to the Provincial Executive Branch are that it would result in a comparatively young officer being put over Deputy Inspectors of long service, and as the work of an Assistant Inspector is so similar to that of a Deputy Inspector, for the efficient performance of whose work he is immediately responsible, such an arrangement would give rise to grave discontent. It is also believed that it would lower the standard of the Subordinate Service, as the best men would undoubtedly apply for appointments in the Provincial Service.

In spite of these objections, Mr. Crump is in favour of a change in the system and in a reorganisation of the Provincial Service so as to make it self-contained. With the higher rates of pay which the officers of the Provincial Service do and should receive, the present system has resulted in men of the Upper Subordinate Service, who are ordinarily promoted to the Provincial Service after 15 years' service jumping from Rs. 200 per mensem to Rs. 500—an increase in pay which is uncalled for. Such selection also gives rise to serious discontent among the men who are not selected, and the disappointment must affect their work. Mr. Crump therefore is in favour of making the Executive Branch of the Provincial Service self-contained as in the case of other Provincial Services, and of providing a reserve for leave and training calculated at 13 per cent. of the cadre.

In order to meet the case of men of exceptional attainments in the Upper Subordinate Service, Mr. Crump would still allow of promotion to the Provincial Service from among Upper Subordinates, whether Head Masters of High Schools or Deputy Inspectors of Schools, but such cases would be rare. Ordinarily recruitment would be by selection from among graduates of an Indian University; and on first appointment an officer would be on probation for two years. He would be employed at first as a Deputy Inspector of Schools so as to learn the work, and after five years' training would be fit to work as an Assistant Inspector.

The present rate of pay, Rs. 200 a month, is insufficient to attract men of good educational qualifications and high character and social standing such as are required for these posts, and Mr. Crump considers that the pay must be raised considerably. With a small service such as this must always be, grades are unsuitable and a time-scale will work more fairly. Having regard to the rates of pay suggested for other Provincial Services, Mr. Crump considers that Rs. 200—25—800, with an efficiency bar at Rs. 600 and one special appointment of Rs. 900, would be sufficient to attract the men of the stamp required.

The present rates of pay sanctioned for the Superintendents of Normal Schools for Women and Assistant Inspectresses of Schools require no change.

10. The Collegiate Branch of the Imperial Educational Service would consist of the Principals, certain Professors of Colleges including the Training College and College of Science, the remaining Professors and Assistant Professors being members of the Provincial Service. Under the present system, there is no clear distinction between the work done by members of the Imperial and Provincial Services. The importance of the different subjects to be taught, however, varies from College to College; thus in a purely Science College, the teaching of chemistry and physics to be done by the Professor in these subjects requires a man of greater attainments than does the same work in a College which is mainly devoted to Arts. Again, in an Arts College, where the majority of students take up Sanskrit as the classical language, and only a few Persian or Arabic, the work of the Professor of Sanskrit is more important than that of the Professor of Persian or Arabic, though, as a general rule, the men holding both posts are styled Professors. Theoretically, Mr. Crump would be in favour of a classification of the posts in each College into Professorships and Lectureships, with a definite salary attached to each according to its importance, recruitment being made for short periods from the best men available, the pay being fixed so high as to render the grant of a pension unnecessary. But he does not believe that it would be possible to induce suitable men to risk their

career in England by accepting posts on these terms and cutting themselves off from work in England. The present system of fixing an incremental rate of pay with pension for the posts of Professors must therefore be continued.

At the same time as the importance of the various posts differ so much from College to College, it is desirable to have two distinct classes of teachers. The first would be Professors taking the important subjects of the College and belonging to the Imperial Service, and the second might be styled Lecturers and would take the minor subjects and belong to the Provincial Service. Lecturers, who would be members of the Provincial Service, would also be required to work under the Professors of some of the more important subjects.

11. As the Professors are specialists, the provision of a leave reserve is impossible owing to the great expense involved, and the present system of recruiting men for short terms to fill vacancies must continue. It is, however, impossible to obtain suitable men on the initial pay of the Service to fill vacancies which are only temporary, and the pay of such substitutes need not follow the ordinary Account rules, but should be fixed at such amount in each case as may be found necessary to secure a candidate. This will no doubt vary from time to time according to the market value of the candidates available. As regards the pay to be fixed for Professors, Mr. Crump is in favour of a fixed scale for all posts alike. This might be Rs. 500—50—1,500 with a second time-scale of Rs. 1,600—50—1,800 to be granted after an officer had served for 2 years on Rs. 1,500, for approved merit and ability. In the case of officers at present serving in the Professional Branch, it would be necessary to consider their claims to promotion to the Directorship and also to transfer to the Executive line, and the rigid separation of the two Branches could only be applied to future appointments.

The Professor holding the Principalship of a College would receive an allowance of Rs. 100 per mensem in addition to his pay, and would be given a free house.

The Lecturers in the Provincial Service should draw pay on the same scale as the Executive Branch of the Provincial Service, viz., Rs. 200—25—800 with an efficiency bar at Rs. 600, and two special appointments of Rs. 900.

12. At the present time, out of the 5 Inspectors of Circles, 3 are reserved for officers recruited in England and 2 are listed posts of the Provincial Service, while out of 22 Professors and Assistant Professors 8 are of the Imperial Service and 14 of the Provincial. As has already been pointed out, Mr. Crump does not consider the system sound by which officers performing identical duties are classed some as Imperial and some as Provincial, and he is therefore in favour of a modification of the present system of recruitment. In the case of the Educational Service, which is one of the most important services in India, it is essential that a large proportion of the members of the Imperial Service should be recruited in England. This is due to no inherent defect in Indian candidates, but to the fact that the Western influence on education must be maintained in the interests of India. The character of English education is the result of some centuries of training and heredity, and though the introduction of a large proportion of men trained in India would not produce any immediate change because the candidates have been trained under Western influence, there would be great danger of Indian education gradually losing touch with the developments in the Western world if the number of officers appointed after an English training were considerably reduced. For this reason the present proportion of 2 out of 5 of the Inspectors being promoted from the Provincial Service trained in India appears to Mr. Crump to be too high.

There are, no doubt, officers of exceptional ability to be found in the Provincial Educational Service, especially in the Professorial Branch, and Mr. Crump has no desire to close the Imperial Service to such men; he would still leave promotion to the Imperial Service open to the Provincial Service to provide for such cases. He would, however, make no hard and fast rule that a fixed number of posts should be reserved in any Province for members of the Provincial Service, and would leave exceptional cases to be dealt with on their merits.

Recruitment to the Imperial Service would thus be made in England by the Secretary of State, on the recommendation of the Selection Committee, from Englishmen or Indians educated in England. This would, however, hardly give sufficient scope to Indians to enter the Imperial Service, for which, especially on the Collegiate side, many are no doubt qualified.

In the Executive Branch, cases of promotion from the Provincial Service would probably be rare, and Mr. Crump would be in favour of admitting Indians to one quarter of the appointments in the Executive Branch in each Province. If no Indian educated in England was available, every fourth vacancy in a Province might be recruited by selection in India by a special Selection Committee from candidates nominated by Local Governments. Such candidates would be granted a scholarship for three years to a Residential University in England and be required to take a degree, and on return to India, if they satisfied the Selection Committee in London, would be appointed to the Imperial Service. In the Collegiate Branch, in the present conditions, it is doubtful whether Indians could be found with the qualifications necessary for the teaching of certain subjects, such as, for instance, English, History, and Political Economy. It is equally doubtful whether at the price that can be paid it would be possible to obtain European Professors in other subjects, such as Sanskrit, Arabic, or Persian, equal to those which could be obtained in India.

Mr. Crump, therefore, does not consider it possible to lay down any definite rule that a certain number of the appointments in the Collegiate Branch should be earmarked for men recruited in England or men recruited in India, and this question would have to be decided on a consideration of the needs of each College.

13. The question of the pay which a member of either branch of the Service should receive, according as he was recruited in England or in India, is governed mainly by the market value of candidates of the kind required. While an Englishman with a good education has a large field of employment outside Government service open to him either in trade or in teaching or in other pursuits, the field open to educated Indians is not so wide in the present state of development of India. No doubt, this field will be enlarged as India develops and the market value of the educated Indian will rise, but until this happens, there appears to be no reason for granting both men the same rate of pay; Mr. Crump considers that the present rule by which Indians recruited for the Imperial Service in India should draw two-thirds of the pay required to attract candidates in England should be maintained.

14. Turning now to the increase of the cadre required in the Executive Branch; with the rapid expansion of education now rendered possible by the large grants of money made by the Government of India, the Director of Public Instruction, even with the assistance of an Assistant Director, is no longer able to cope with the work that at present falls on him, and as the Inspectors under the reorganisation sketched above would all be men of experience, a decentralisation of work should present no difficulties. Under the present system such a decentralisation is practically impossible, as extensive powers cannot be granted to men in the early years of their service or to the temporary substitutes employed in leave vacancies. Such a decentralisation will, however, make the work of the Inspectors or Deputy Directors of Public Instruction, as Mr. Crump recommends that they should be called, much heavier, and it will be necessary to divide the existing circles into smaller charges. Such a division is already under consideration owing to the large expansion of education, and in place of the present 5 Circles it is desirable to form 7 Circles. For the work of inspecting the teaching of Science, a special Inspector with a training in Science is required, and the appointment of such an officer is necessary.

The duties of Assistant Director are at present combined with that of Inspector of European Schools in the Central Provinces, Berar and Central India, and this arrangement is found unworkable, as the duties of the Assistant Director require the services of a whole-time man.

APPENDIX XIII—*continued.*

The cadre of the Executive Branch of the Imperial Service would then consist of:—

The Director of Public Instruction.
The Assistant Director.
7 Deputy Directors.
1 Deputy Director of Science and European education.
Total—10 superior posts.

To these must be added the reserve for leave and training in the cadre of inferior posts on the lines indicated in paragraph 5, the exact strength of which has to be determined on actuarial grounds.

Each of the 7 Deputy Directors in charge of a Circle should have an Inspector of Schools of the Provincial Service as an Assistant, and the cadre of superior posts in the Provincial Service would thus be 7. Adding a reserve for leave and training at 13 per cent., the total cadre of the Provincial Service would then be 8.

15. There are at present three Government Colleges in these Provinces, viz. (1) the Government College, Jubbulpore, (2) the Training College, Jubbulpore, (3) the Victoria College of Science, Nagpur. The Morris College at Nagpur is an aided institution, to which the services of three officers of the Indian Educational Service are lent, but it is intended to provincialise the College and form it into a Government College; proposals to this end have been generally approved by the Secretary of State. It is also proposed to found a College for Berar at Amraoti.

In calculating the increase of the cadre on the Collegiate side all the above Colleges must therefore be considered. It will be convenient to consider each College separately and show for each the organisation of the present staff and how it would be reorganised on the lines indicated in paragraph 10 above. As stated there, the question whether a certain subject requires a Professor or a Lecturer depends on the importance of the subject in the College, and the staff suggested is based on this consideration, irrespective of its cost. It is, however, certain that it will be impossible to meet the large increase in pay which the ideal scheme requires, and it will be necessary for some years at any rate to reduce the cost by replacing some of the Professors by Lecturers and to work up to the full scheme gradually as funds become available. Had it been found possible to bring all the Colleges into one place and establish a teaching University instead of an examining University with a number of scattered affiliated Colleges, the instruction obtainable at all the Colleges would have been much improved, as the best man at each College would then have been employed as a University Lecturer whose lectures would have been open to the students of all Colleges. Public opinion was opposed to this course, and the system of affiliated Colleges, each with its own staff, had to be retained. Under such a system it is impossible to staff all the Colleges with a highly efficient staff, and on financial considerations, therefore, efficiency must give way before the convenience of the students. While setting out his ideal staff, Mr. Crump has noted in the case of each College the subjects which must at any rate for the present be entrusted to Lecturers and not to Professors—

I.—JUBBULPORE COLLEGE.

PRESENT STAFF.

Principal and Professor of English, European, Indian Educational Service.
Professor of History, European, Indian Educational Service.
Professor of Philosophy, European, Indian Educational Service.
Professor of Physics, Indian, Provincial Educational Service.
Professor of Mathematics, Indian, Provincial Educational Service.
Professor of Chemistry, Indian, Provincial Educational Service.
Professor of English and Mathematics, Indian, Provincial Educational Service.
Professor of Sanskrit, Indian, Provincial Educational Service.
Professor of History, Indian, Provincial Educational Service.
Professor of Logic and Philosophy, Indian, Provincial Educational Service.
Professor of Persian, Indian, Provincial Educational Service.

PROPOSED STAFF.

(a) *Imperial—Professors.*

(1) Recruited in England—
Professor of English.
Professor of History and Economics.
Professor of Philosophy.
(2) Recruited in India—
Professor of Sanskrit.
Professor of Mathematics.

(b) *Provincial—Lecturers.*

Two Lecturers in English.
Lecturer in History and Economics.
Lecturer in Philosophy and Logic.
Lecturer in Mathematics.
Lecturer in Sanskrit.
Lecturer in Persian and Arabic.
Lecturer in Chemistry.
Lecturer in Physics.

As it is essential to increase the pay of both the Imperial and Provincial Services, it will be necessary, for financial reasons, to retain in the Provincial Service as Lecturers, until funds are forthcoming to make the change, all the posts of the Imperial Service which would be recruited in India under this scheme.

As all teaching beyond the B.Sc. must be relegated for financial reasons to a Central College of Science, it is unnecessary to provide Professors of Science except at that College.

II.—TRAINING COLLEGE, JUBBULPORE.

PRESENT STAFF.

Principal, European, Indian Educational Service.
Vice-Principal, Indian, Provincial Educational Service.
Three Professors, Indian, Provincial Educational Service.

PROPOSED STAFF.

(a) *Imperial—Professors.*

(1) Recruited in England—
Principal.
(2) Recruited in India—
Vice-Principal.

(b) *Provincial—Lecturers.*

Three Lecturers.

III.—VICTORIA COLLEGE OF SCIENCE, NAGPUR.

PRESENT STAFF.

Principal and Professor of Chemistry, European Indian Educational Service.
Professor of Physics, European, Indian Educational Service.
Assistant Professor of Chemistry, Indian, Provincial Educational Service.
Assistant Professor of Physics, Indian, Provincial Educational Service.

PROPOSED STAFF.

(a) *Imperial—Professors.*

(1) Recruited in England—
Professor of Chemistry.
Professor of Physics.
(2) Recruited in India—
Nil.

(b) *Provincial—Lecturers.*

Lecturer in Chemistry.
Lecturer in Physics.

IV.—MORRIS COLLEGE, NAGPUR.

PRESENT STAFF.

Principal and Professor of English and History, European, Indian Educational Service.
Professor of History and English, European, Indian Educational Service.
Professor of English, European, Indian Educational Service.

The rest of the staff is not at present in Government Service. It consists of the following Indian Professors and Lecturers:—

Professor of English.
Professor of Sanskrit.
Professor of Philosophy and Logic.
Professor of Mathematics.
Lecturer in Persian.

Lectures in Law are given by three members of the Bar in return for an honorarium.

APPENDIX XIII—*continued.*

PROPOSED STAFF.

(a) *Imperial—Professors.*

(1) Recruited in England—
Principal and Professor of Economics and History.
Professor of English and History.
Professor of English.

(2) Recruited in India—
Professor of Economics and History.
Professor of English and History.
Professor of English.
Professor of Sanskrit.
Professor of Mathematics.
Professor of Philosophy and Logic.

(b) *Provincial—Lecturers.*

Two Lecturers in English.
Lecturer in History.
Lecturer in Sanskrit.
Lecturer in Mathematics.
Lecturer in Persian and Arabic.

For financial reasons for the present it would be necessary to forego the Professorships to be recruited in India except in the case of Sanskrit, a subject which requires at least one Professorship in the Province, and replace them by Lecturers in the Provincial Service.

The present arrangements for the teaching of Law would continue.

V.—BERAR COLLEGE AT AMRAOTI.

PRESENT STAFF.

Nil.

PROPOSED STAFF.

(a) *Imperial—Professors.*

(1) Recruited in England—
Professor of English.
Professor of History and Economics.

(2) Recruited in India—
Professor of Sanskrit.
Professor of Persian and Arabic.

(b) *Provincial—Lecturers.*

Lecturer in Philosophy and Logic.
Lecturer in Mathematics.
Lecturer in English.
Lecturer in History and Economics.
Lecturer in Sanskrit.
Lecturer in Chemistry.
Lecturer in Physics.

For the present, for financial reasons the Professorships of Persian and Sanskrit would have to be replaced by Lectureships in the Provincial Service.

While, therefore, the present cadre contains 9 posts in the Imperial Service and 14 posts in the Provincial Service, the ideal cadre, including the posts required for the Morris and Berar Colleges, would be 11 posts in the Imperial Service recruited in England and 7 posts recruited in India, with 27 posts in the Provincial Service, and the cadre immediately required would be 11 posts in the Imperial Service recruited in England and 2 posts recruited in India, with 32 posts in the Provincial Service

16. The increase proposed in the Provincial Service may at first sight appear very large and requires some explanation. Under the present system the Professors are required to do a very large amount of elementary teaching with the result that they have little or no leisure for original work or keeping abreast with the advance in their special subjects. The best men of the Service are probably quite as good as could be got under any system of recruitment when they first join, but they rapidly lose touch with the progress made in their special subjects owing to want of leisure to continue their studies. The increase in the number of Lecturers is therefore intended to relieve the Professors of the elementary drudgery which now forms so large a part of their work, and thus to enable them to devote more time to original work and the preparation of lectures to more advanced classes.

APPENDIX XIV.

Statement, with details by Provinces, of the Civil Appointments on Rs. 200 a Month and over, held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Education Department.

TOTAL STATEMENT.

Pay.	Number of Employés in each Grade or Class.															
				Hindus (including Sikhs and Parsis).												
	Total.	Europeans.	Anglo-Indians.	Brahmans (including Shenvis).	Kshatryas.	Kaiyasthas (including Prabhus).	Banyas and Vaisyas.	Sudras.	Other Hindus (*i.e.*, other than those shown in cols. 5 to 9).	Total Hindus (*cols. 5 to 10*).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (*cols. 11 to 13*).	Muhammadans.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	367	17	34	95	9	52	14	6	45	221	4	6	231	47	20	18
300—400	131	18	12	44	1	18	8	—	10	81	—	5	86	9	1	5
400—500	61	23	7	14	1	5	—	1	4	25	—	1	26	4	—	1
500—600	68	41	5	4	1	6	—	—	3	14	2	3	19	3	—	—
600—700	59	46	2	3	1	1	—	—	2	7	—	2	9	1	1	—
700—800	48	38	—	4	—	—	—	1	3	8	—	—	8	2	—	—
800—900	24	24	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	10	10	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	35	34	—	—	—	—	—	—	1	1	—	—	1	—	—	—
1,200—1,400	10	8	1	—	—	—	—	—	1	1	—	—	1	—	—	—
1,400—1,600	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,500—3,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	827	273	61	164	13	82	22	8	69	353	6	17	381	66	22	24

APPENDIX XIV.—*continued.*

Pay.	Number of Employés in each Grade or Class.															
				Hindus (including Sikhs and Parsis).												
	Total.	Europeans.	Anglo-Indians.	Brahmans (including Shenvis).	Kshatryas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (*i.e.*, other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).	Muhammadans.	Indian Christians.	Buddhists.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
DETAILS BY PROVINCES.																
I.—*Madras.*																
Rs.																
200—300	20	3	2	9	—	—	—	—	—	9	—	—	9	1	5	—
300—400	14	3	1	7	—	—	—	—	2	9	—	—	9	1	—	—
400—500	11	4	1	5	—	—	—	—	—	5	—	—	5	1	—	—
500—600	4	2	1	1	—	—	—	—	—	1	—	—	1	—	—	—
600—700	10	8	1	1	—	—	—	—	—	—	—	—	1	—	—	—
700—800	7	5	—	1	—	—	—	1	—	2	—	—	2	—	—	—
800—900	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	85	44	6	24	—	—	—	1	2	27	—	—	27	3	5	—
II.—*Bombay.*																
Rs.																
200—300	47	3	—	24	1	1	3	—	5	34	—	5	39	4	1	—
300—400	23	1	1	11	—	1	—	—	2	14	—	5	19	1	1	—
400—500	12	2	—	7	—	—	—	—	1	8	—	1	9	1	—	—
500—600	12	6	1	1	—	1	—	—	—	2	—	—	5	—	—	—
600—700	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	9	7	—	2	—	—	—	—	—	2	—	—	2	—	—	—
800—900	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	125	41	2	45	1	3	3	—	8	60	—	11	74	6	2	—
III.—*Bengal.*																
Rs.																
200—300	122	4	9	27	—	28	4	—	23	82	1	—	83	23	3	—
300—400	36	3	2	12	—	9	3	—	6	30	—	—	30	1	—	—
400—500	9	2	—	1	—	3	—	—	1	5	—	—	5	2	—	—
500—600	13	5	1	1	—	2	—	—	3	6	—	—	6	1	—	—
600—700	22	14	1	2	—	—	—	—	2	4	—	2	6	1	—	—
700—800	10	6	—	—	—	—	—	—	3	3	—	—	3	1	—	—
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	9	8	—	—	—	—	—	—	1	1	—	—	1	—	—	—
1,200—1,400	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,500—3,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	228	48	13	43	—	42	7	—	40	133	1	2	135	29	3	—
IV.—*Bihar and Orissa.*																
Rs.																
200—300	38	—	6	9	—	8	2	3	5	27	—	—	27	2	3	—
300—400	13	1	—	5	—	4	—	—	—	9	—	—	9	3	—	—
400—500	2	1	—	—	—	—	—	1	—	1	—	—	1	—	—	—
500—600	5	2	1	—	—	2	—	—	—	2	—	—	2	—	—	—
600—700	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	70	16	7	14	—	14	2	4	5	39	—	—	39	5	3	—

APPENDIX XIV.—*continued.*

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).									Muhammadans.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatryas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (*i.e.*, other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
V.—*The United Provinces of Agra and Ondh.*																
Rs.																
200—300	52	5	7	15	—	9	3	3	2	32	—	—	32	4	4	—
300—400	18	5	1	6	—	3	2	—	—	11	—	—	11	1	—	—
400—500	13	8	3	—	—	2	—	—	—	2	—	—	2	—	—	—
500—600	9	6	—	1	—	1	—	—	—	2	—	—	2	1	—	—
600—700	12	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	9	8	—	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	3	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	127	57	12	23	—	15	5	3	2	48	—	—	48	6	4	—
VI.—*Punjab.*																
Rs.																
200—300	24	—	—	2	8	—	1	—	3	14	3	—	17	7	—	—
300—400	12	2	3	1	1	—	3	—	—	5	—	—	5	2	—	—
400—500	6	3	1	—	1	—	—	—	1	2	—	—	2	—	—	—
500—600	11	8	—	—	1	—	—	—	—	1	2	—	3	—	—	—
600—700	3	2	—	—	1	—	—	—	—	1	—	—	1	—	—	—
700—800	2	1	—	—	—	—	—	—	—	—	—	—	—	1	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	65	23	4	3	12	—	4	—	4	23	5	—	28	10	—	—
VII.—*Burma.*																
Rs.																
200—300	32	—	8	—	—	—	—	—	—	—	—	—	—	3	3	18
300—400	13	3	4	1	—	—	—	—	—	1	—	—	1	—	—	5
400—500	4	1	2	—	—	—	—	—	—	—	—	—	—	—	—	1
500—600	7	6	1	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	4	2	—	—	—	1	—	—	—	1	—	—	1	—	1	—
700—800	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	70	22	15	1	—	1	—	—	—	2	—	—	2	3	4	24
VIII.—*The Central Provinces.*																
Rs.																
200—300	13	—	2	5	—	3	—	—	1	9	—	1	10	—	1	—
400—500	2	1	—	1	—	—	—	—	—	1	—	—	1	—	—	—
500—600	6	5	—	—	—	—	—	—	—	—	—	—	—	1	—	—
700—800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	29	14	2	6	—	3	—	—	1	10	—	1	11	1	1	—
IX.—*Assam.*																
Rs.																
200—300	19	2	—	4	—	3	1	—	6	14	—	—	14	3	—	—
300—400	2	—	—	1	—	1	—	—	—	2	—	—	2	—	—	—
400—500	2	1	—	—	—	—	—	—	1	1	—	—	1	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	28	8	—	5	—	4	1	—	7	17	—	—	17	3	—	—

APPENDIX XV.

(*Referred to in paragraph* 84,669—*Mr. Seton's Evidence.*)

Statement regarding Appointments to the Indian Educational Service made by the Secretary of State (including temporary appointments).

Temporary appointments made by the Government of India not included.

Year.*	Total of Appointments.	Europeans.	Indians.	Men.	Women.
1897	7	7	—	7	—
1898	5	5	—	5	—
1899	4	4	—	4	—
1900	6	6	—	6	—
1901	8	7	1	7	1
1902	7	7	—	5	2
1903	12	12	—	11	1
1904	19	19	—	16	3
1905	16	16	—	15	1
1906	15	15	—	14	1
1907	21	21	—	19	2
1908	31	31	—	29	2
1909	22	22	—	20	2
1910	25†	25	—	25	—
1911	20	19	1	18	2
1912	13	13	—	12	1
1913	24	23	1	22	2
Totals	255	252	3	235	20

* The date taken is that of signing the Agreement.

† 19 made with the aid of the Board of Education Selection Committee; 6 under old system. The Board of Education had frequently advised on appointments before 1910, but since the introduction of the new system in that year the Board has helped in all appointments.

APPENDIX XVI.

(*Referred to in paragraph* 84,693—*Mr. Heath's Evidence.*)

List of Appointments made in the Indian Educational Service on the recommendations of the Selection Committee.

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				INSPECTORS.				
18.11.10	Eastern Bengal and Assam.	J. W. Gunn ...	30	Christ's Hospital	Camb., Peterhouse, 2nd Cl., Div. I., Classical Tripos, 1st Cl., Mod. Langs. Special, both parts	—	Private Schools, 3 years; Perse School, 2 years.	
2.12.10	Do. ...	G. A. Small ...	24	Bristol Grammar, Dublin High.	Dublin, Trinity, B.A. 1st Junior Moderatorship in Classics.	—	Secondary, 9 months.	
3.7.11	*Madras Presidency.	W. H. A. Whitworth.	24	Westminster ...	Cambridge, Trinity, Bracketed 1st Sen. Opt.	—	Secondary, 2 years.	
24.7.11	*Do. ...	J. H. Melville ...	35	Charterhouse and Felstead School.	—	—	Brit. S. Africa Co., Clerical, Administrative and Inspecting Work. Home Office, Asst. Inspector of Indl. and Reformy. Schools.	
20.12.11	Bengal, Inspector.	G. D'O. Maclear	24	Canterbury, King's School.	Oxford, St. John's. 1st Cl. Mod. Hist. 1910.	—	—	
12.9.13	Madras, Coorg and Bangalore, Inspector.	W. C. Douglas ...	29	Edinburgh, Geo. Watson's Coll.	Edinburgh, 1st Cl. Hons. Classics, 1906. Oxford, Lincoln, 1st Cl. Mods., 1908. 2nd Cl. Lit. Hum. 1910.	—	Edinburgh Univ. Junior Asst. in Greek, 6 mos.; Junior Asst. in Latin, 1 year. Secondary School, 1 year.	

* Temporary.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				HEADMASTERS.				
11.4.10	Punjab ...	F. R. Tomlinson	32	Repton	Camb., Clare, 3rd Cl. Hist. Tripos.	—	Private Schools, 4 years; Egyptian Educn. Dept., 5 years.	Scale, Rs. 500-50-700. Advertised.
11.4.10	United Provinces (2).	H. R. Harrop ...	27	Christ's Hospital	Oxford, Merton, 1st Cl. Maths. Mods., 1st Cl. Maths. Finals.	—	Dover Coll., 6 months; Preparatory School, 15 months.	Scale, Rs. 500-50-750. Advertised.
		W. Ferrier ...	26	Brechin High School.	Edinburgh, 1st Cl. Hons. in Engl. Lit.	—	Aberdeen Univ., Asst. to Professor, 18 months; Secondary, 2½ years.	Scale, Rs. 500-50-750. Advertised.
4.10.11	Bombay Presidency.	H. E. H. Pratt ...	30	Perse School, Camb.	Camb., Downing, 2nd Cl. Nat. Sci., Part I, 1902.	—	Secondary, 6 years.	Scale, Rs. 500-50-750. Advertised.
13.10.11	Rangoon, Govt. High and Normal Schools.	A. C. J. Baldwin	29	Brentford, Rothschild School.	Oxford, St. John's, 2nd Cl. English Lang. and Lit.	Cheltenham T.C. 2 years, B. of E. Cert.	Secondary, 3 years; T.C. Practising School, 3 years.	Scale, Rs. 500-50-750+Rs. 100 per month local allowance.
1.11.11	Bombay Presidency.	C. R. W. Griffith	25	Bedford School...	Oxford, Wadham, 3rd Cl. Mod. Langs., 1911.	—	Private Schools, 3 years.	Scale, Rs. 500-50-750.
4.12.13	Moulmein Govt. High and Normal Schools.	J. A. Murray ...	27	Edinburgh, Geo. Watson's Coll.	M.A. Edinburgh ...	Edinburgh, Moray House T.C. Elemy, Sch. Trs' Cert. of the S.E.D.	Elemy., 3 years; Secondary, 2 years.	Scale, Rs. 500-50-1,000+Rs. 100 per month local allowance. Advertised.
3.7.13	Peshawar Govt. High School.	L. T. Watkins ...	25	Naini Tal, The Priory. Canterbury, King's School.	Camb., Corpus, Classical Tripos Pt. I. 3rd Cl. Hons. 1909.	—	Secondary, 3½ years.	Scale, Rs. 500-50-1,000.
11.7.13	Allahabad Govt. High School.	H. B. Wetherill...	36	Taunton, King's College.	Oxford, St. John's, 3rd Cl. Hon. Mod. Hist.	—	Secondary, 13 years.	Scale, Rs. 500-50-1,000.
12.9.13	Patna Govt. High School.	F. R. Blair ...	30	W. Kilbride Public School.	Edinburgh, 2nd Cl. Hons. Eng. Lit.	Edinburgh Ch. of Scotland T.C. Elemy. Sch. Trs' Cert. of the S.E.D. 1907.	Elemy., 18 months; Secondary, 6½ years.	Scale, Rs. 500-50-1,000.
				ENGLISH.				
21.10.10	*Madras, Presidency Coll.	J. H. Mackintosh	22	Keswick School	Oxford, Queen's, 2nd Cl. Eng.	—	—	
21.10.10	Bombay, Elphinstone Coll.	C. J. Sisson ...	24	Newcastle, Rutherford Coll.	Edinburgh, M.A. 1st Cl. Hons. in Mod. Langs. and Lit.	Edin., Ch. of Scotland Training School, Schoolmasters' Dip.	Dijon Univ. Lecturer 2 yrs. Univ. Cairo, Lecturer, 1 year.	
4.11.10	*Bombay, Elphinstone Coll.	G. Kitchen ...	29	Edinburgh, Geo. Heriot's.	Edinburgh, M.A. 1st Cl. Hons. in English. Oxford, New College, Research Student.	Edinburgh Higher Schoolmasters' Diploma.	Secondary, 5 years.	
17.11.10	Rangoon, Govt. Coll.	F. E. Stoors ...	27	Radley Coll. ...	Camb., Jesus, Cl. 2., Div. I., Classical Tripos.	—	Elphinstone Coll. Tempy. Professor, 9 months.	Scale, Rs. 500-50-1,000 + local allowance of Rs 100 per month.
29.4.12	Do.	G. H. Luce ...	23	Cheltenham, Dean Close School.	Camb., Emmanuel, 1st Cl., 3rd Div. Classical Tripos, 1911.	—	—	Terms, I.E.S. scale, + Rs. 100 per month local allowance.
21.11.12	Do.	T. Z. D. Babington.	22	Radley	Oxford, Magdalen, 2nd Cl. Mods., 2nd Cl. English.	—	—	Terms, I.E.S. scale + Rs. 100 per month local allowance. Advertised.
7.3.13	*Poona, Deccan College.	J. A. Ewing ...	29	Edinburgh, Geo. Watson's College.	Edinburgh, M.A. 1905. Oxford, Trinity, 2nd Cl. Eng. Lang. & Litt.	Camb. Univ. Secy. Trg. Dept. Secy. Trs' Diploma 1st Cl.	Secondary, 2 years.	

* Temporary.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				ENGLISH—*continued.*				
3.12.13	*Bombay, Elphinstone College.	K. N. Colvile ...	29	Westminster ...	Oxford, Christ Ch. Engl. 2nd Cl. 1907	—	I.E.S. 2 years; Queen's Univ. Ontario 1 year	
4.12.13	*Ahmedabad, Gugarat College, English with Logic.	H. V. Hampton	23	Cavan, Royal School.	Dublin, Trinity, B.A. 1st Cl. Hons. 1912. Gold Medal and Moderatorship Prize in Mental and Moral Philosophy, 1912.	—	Secondary, 2 years.	Advertised.
28.1.14	*†Benares, Queen's College.	O. J. Gardner ...	27	Glasgow, Hutcheson's Grammar.	Glasgow, M.A. 2nd Cl. Hons., Classics 1906, LL.B. 1908. Oxford, Christ Ch. Litt. Hum. 2nd Cl. 1909.	—	Secondary, 4 years.	
				HISTORY.				
7.9.10	Allahabad, Muir Central College.	G. Stewart ...	31	Campbeltown Grammar.	Glasgow, M.A., 1st Cl. Hons. in History.	—	Secondary, 5 years.	
30.10.11	Jubbulpore, Govt. College.	F. P. Tostevin ...	24	Jersey, Victoria College.	Oxford, Pembroke, 2nd Cl. Mod. Hist.	—	—	
28.9.12	Jubbulpore, Govt. College.	G. G. R. Hunter	22	St. Bee's School...	Oxford, Queen's 1st Cl. Mod. Hist.	—	Cheltenham, 1 month.	
8.11.12	Lahore, Govt. College.	H. L. O. Garrett	31	Charterhouse	Camb., St. John's, 2nd Cl., 3rd Div. Classical Tripos, 1902.	—	Secondary, 9 years.	
13.2.13	Allahabad, Muir Central College.	A. P. Cox ...	31	New Zealand, Christ's College.	New Zealand, Canterbury Coll., M.A. (2nd Cl. Hons. Polit. Sci.) 1904. Camb. Trinity Hall, 2nd Cl. Pt. I. Hist. Trip., 1910. 2nd Cl. Pt. II. Hist. Trip. 1911.	—	W. Kensington St. Paul's Preparatory School, 1 year. Rugby School, temp. post.	
24.2.13	*Madras Presidency College.	R. M. Statham ...	22	Leatherhead, St. John's School.	Camb., Peterhouse, Pt. I. Hist. Tripos, 2nd Cl. Div. II. Pt. II. Hist. Tripos, 2nd Cl. Div. I.	—	—	
				MATHEMATICS.				
29.7.10	Dacca	J. M. Bottomley	22	Crosby, Merchant Taylors'.	Oxford, Christ Church, 1st Cl. Maths. Mods., 2nd Cl. Classical Mods., 2nd Cl. Maths. Finals.	—	—	Advertised.
8.3.11	Sibpur, Civil Engineering College.	H. A. P. de Sadow-Pittard.	30	Educated in Germany.	Berlin, M.A., Ph.D.	—	Berlin Enging. Coll., "Privat Dezent," 3 years; Southampton Hartley Coll.; King's Coll., W.C., Lecturer, 5½ years; Hackney Inst., Head of Maths. Dept., 4 years.	—
12.12.12	Allahabad, Muir Central College.	R. H. Moody ...	29	Fortrose Academy	Aberdeen, M.A., 1st Cl. Hons. in Maths. and Natural Philosophy, 1905; Camb., Emmanuel, Fifth Wrangler, 1908.	—	Technical Inst., 3 years.	—
24.12.13	Patna College	W. W. T. Moore	24	Tipperary Gram.	Dublin, Trinity, Senior Moderatorship and Gold Medal, Maths., 1912.	—	Secondary Sch., 1 year.	—
				PHILOSOPHY AND ECONOMICS.				
3.10.10	Calcutta Presidency Coll., Polit. Econ. & Polit. Philos.	J. C. Coyajee ...	35	—	Elphinstone Coll., B.A. (Bombay); 1st place in 1st Class LL.B. (Bombay); Dakshina Fellowship. Camb., Gonville, Economics Tripos, Pt. II. attained the level of a 1st Cl.	—	Elphinstone Coll. Fellowship; taught Indian History, 2 years; Asst. Prof. of Persian, 1 year. Bombay, Wilson Coll., Prof. of Persian, 1 year.	—

* Temporary. † With Logic and History

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				PHILOSOPHY AND ECONOMICS—*continued.*				
3.10.10	Dacca Coll., Polit. Econ. & Polit. Philos.	T. T. Williams ...	34	—	Cardiff Univ. Coll., B.Sc. Camb., Peterhouse, Pt. I., Cl. II., Div. I. & Pt. II., Cl. II., Div. I., Econ. Tripos.	—	Secondary, 8 years.	—
3.10.10	Patna Coll., Polit. Econ. & Polit. Philos.	E. A. Horne ...	26	Mill Hill... ...	St. Andrews, 1st Cl. Hons. Hist., 1st Cl. Hons. Econ. Science.	—	Labour Dept., Bd. of Trade, Investigator & manager of a Labour Exchange.	—
13.10.10	‡Bengal, Govt. Coll., Philos.	R. N. Gilchrist ...	22	Aberdeen Gram.	Aberdeen, 1st Cl. Econ. Sci. 2nd Cl. Hist. 2nd Class Mental Philos.	—	—	—
1.11.11	Jubbulpore, Govt. College, Philos.	W. S. Rowlands	23	Llandovery College.	Oxford, Corpus, 1st Cl. Mods., 1909. 2nd Cl., Litt. Hum., 1911.	—	Secondary, 4 months.	
21.10.12	†Bengal, Philos.	G. H. Langley ...	31	Reading, New Town School.	Reading University College. M.A. (London). Distinction in Philosophy, 1909.	—	Secondary, 6 years.	
2.1.14	Cotton College, Polit. Econ. and Polit. Philos.	A. E. Brown ...	29	Elementary and Private.	Camb. Hist. Tripos, Pt. I., Cl. I., 1905. Pt. II., Cl. I., 1906. Law Tripos, Pt. I., Cl. I., 1907.	—	London Univ. Extension and Tutor. Classes, W.E.A.	
				SCIENTIFIC AND TECHNOLOGICAL.				
27.4.08	Dacca, Sch. of Engineering, Headmaster.	W. G. Duncan ...	24	Blackness Public and Dundee Tech. Inst.	St. Andrews, B.Sc.	—	In a foundry, 3½ years. Technical Instruction, 6½ years.	Scale, Rs. 500-50 1,000. Retired after about 6 months: mental breakdown. Advertised.
12.5.09	*Rangoon Coll., Lecturer in Science.	P. W. Robertson	24	New Zealand, Wellington Coll.	New Zealand, Wellington Victoria College, M.A., M.Sc. 1st Cl. Hons. Chemistry. Rhodes Scholar. Oxford, Trinity, 1st Cl. Hons. Nat. Sci. (Chemistry). Leipzig.	—	—	
12.5.09	Poona, Coll. of Science, Chemistry.	C. J. J. Fox ...	29	Muswell Hill, Tollington School.	London, Univ. Coll. B.Sc. 2nd Cl. Hons. in Chemistry. Breslau, Ph.D.	—	Christiania Laboratory, Oceanic Research Chemist, 4½ years.	
6.7.09	Poona, Coll. of Science, Engineering.	R. S. C. Brown ...	27	Dunedin, Otago, Boys' High Sch. and Technical Sch. Classes.	New Zealand, Canterbury Coll., BSc. in Mech. Sci.	—	Practical Engineering.	Advertised.
2.11.09	Patna College, Chemistry.	K. S. Caldwell ...	29	Worcester Bar bourne College.	Bangor Univ. Coll. B.Sc. 1st Cl. Hons. in Chemistry. Leipzig, Ph.D. with 1st Cl. Hons.	—	St. Bart.'s Hospital Medical School, Demonstrator & Assist. Lectures, 3 years. Technical Inst. Demonstrator, 1 year.	Advertised.
19.11.09	Madras, Presidency College, Chemistry.	J. L. Simonsen ...	25	Manchester Grammar.	Manchester Victoria, B.Sc. 1st Cl. Hons. Chem. M.Sc. "Schunk" Research Fellowship. D.Sc. Degree on Research.	—	Manchester Victoria University, Demonstrator, 3 yrs.	
26.11.09	*Sibpur Civil Eng. College, Tinctorial Chemistry.	R. N. Sen ...	31	Calcutta, Albert Collegiate Sch.	Calcutta, Presidency Coll., M.A. in Physics 1st Cl. Leeds University, Diploma in Dyeing. Study for M.Sc.	—	Bengal Uttarpara College, Lecturer, 4 years. Dacca, Jagannath College, Lecturer, 3 years.	
23.12.09	Dacca, School of Engineering, Headmaster.	C. J. Henderson	31	Glasgow, Allan Glen's School. Glasgow Technical College.	Diploma (by Examination) of Assoc. Member of Institute of Civil Engineers.	—	Civil Engineering work.	Scale, Rs. 500-50-1,000.
22.10.10	Dacca College, Physics (2).	A. Macdonald ...	26	Glasgow Technical College.	Glasgow, B.Sc. (Engineering). M.A. 2nd Cl. Hons. in Maths. & Natural Philosophy.	—	Glasgow Tech. Coll., Assistant, Demonstrator & Lecturer, 5 years.	—

* Temporary. † English Literature as subsidiary subject. ‡ Also English.

APPENDIX XVI—*continued.*

Date.	Post.	Name	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				SCIENTIFIC AND TECHNOLOGICAL—*continued.*				
22.10.10	Dacca College, Physics (2).	D. B. Meek ...	25	Glasgow, John St. Public School.	Glasgow, M.A., 1st Cl. Hons. in Maths. & Nat. Philos. BSc.	Glasgow, Ch. of Scotland, T.C. for 2 years. No diploma mentioned.	Secondary, 3 years.	—
9.11.10	Rangoon, Govt. Coll., Physics.	K. M. Ward ...	23	Oundle School ...	Camb., Emmanuel, 1st Cl. Pt. I. Maths. Tripos. 2nd Cl. Pt. II. Nat. Sci. (Physics) Tripos.	—	—	Scale, Rs. 500–50–1,000 + Rs. 100 per month local allowance.
5.12.10	Gauhati, Cotton Coll., Chemistry.	D. Thomson ...	31	Old Cumnock Public School.	Glasgow, M.A. B.Sc. Spl. distinction in Chemistry; Göttingen, Ph.D.	Glasgow, Provincial Trg. Coll. Diploma.	Elementary, 2 years; Glasgow Univ. Demonstrator and Assistant, 3½ years.	—
23.12.10	*Rangoon, Govt. Coll., Chemistry.	A. E. Bellars ...	30	Wisbech Grammar.	Camb. Magdalene. 3rd Cl. Nat. Sci. Tripos.	—	Cambridge, College Demonstrator, 8 years	
2.11.11	Allahabad, Muir Central Coll., Zoology.	W. N. F. Woodland.	32	Seaford College; Pitman's Metropolitan School.	University College, London, D.Sc. 1908.	—	London Hospital Demonstrator, 3 years. King's College, London, Lecturer and Demonstrator, 2 years. University College, London, Assist. Prof. 5 years. Goldsmiths' College, Lecturer, 2 years. University of London, Scientific Asst., 2 years.	Initial salary of Rs. 600, (Selection Committee's recommendation).
13.11.11	Nagpur, Victoria College, Physics.	M. Owen... ...	26	Festiniog Co. School.	Bangor, Fellowship Univ. of Wales, 1909. M.Sc. 1911.	Bangor D.T.C. Elemy. Cert. of the B. of E.	Technical College, 3 months.	
1.2.12	Ahmedabad, Senior Prof. of Physics and Chemistry.	A. N. Meldrum ..	35	Aberdeen, Gordon's College.	Royal Col. of Science, Associate (1st Cl. in Chemistry). Aberdeen, B.Sc. (Hons.) 1898. D.Sc. 1904.	—	Liverpool Univ., Lecturer and Demonstrator, 2 years; Aberdeen Univ., Lecturer and Demonstrator, 2 years; Sheffield Univ., Lecturer and Demonstrator, 3 years; Manchester, Victoria Carnegie Research Fellow, 3 years; Aberdeen Univ., Demonstrator, 3 months.	Scale, Rs. 750–50–1,000.
23.1.13	Lahore, Govt. Coll., Chemistry.	B. H. Wilsdon ...	24	Oxford, Bedford House School.	Oxford, Lincoln Coll., 2nd Cl. Final Sch. of Nat. Sci. (Chem.) 1911.	Oxford Univ. Day Training Dept., 1909–11.	Secondary, 1 year; Oxford, Balliol and Trinity, Laboratory Demonstrator for short period.	—
21.2.13	Ahmedabad, Botany.	W. T. Saxton ...	30	Oakham School...	Cambridge, Sidney Sussex, Pt. I. Nat. Sci. Trip., Cl. 2 1904. Pt. II. Cl. II. 1905. M.A. 1908.	—	Cape Town, S. African College, Lecturer, 7 years.	Scale, Rs. 750–50–1,000 (Selection Committee's recommendation). Advertised.
7.11.13	*Madras, Presidency College, Botany.	A. G. Harper ...	24	Dulwich College	Oxford, Magdalen. 2nd Cl. Nat. Sci. Botany.	—	Oxford Univ. School of Rural Economy Demonstrator, 11 months.	
23.12.13	Cotton College, Physics.	D. E. Roberts ...	25	Ruabon Co. School.	B.Sc. (Wales), 1st Cl. Hons. Maths., 1909. 1st Cl. Hons. Physics, 1910. M.Sc., 1913.	—	Secondary Sch., 11 months	

* Temporary.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				SCIENTIFIC AND TECHNOLOGICAL—*continued.*				
29.1.14	Sibpur, Mech. Engineering.	C. A. King ...	37	Portsmouth Royal Dockyard School; Portsmouth Tech. Coll.; Dublin Royal Coll. of Science.	London, B.Sc. (Engineering), 2nd Cl. Hons., 1912.	—	Halifax and Sunderland Tech. Colleges, Asst. Lecturer, 7 yrs.; Edin., Heriot Watt Coll., Asst. Prof., 3 yrs.	Scale, Rs. 750-50-1,000. Advertised.
				TRAINING OF TEACHERS.				
5.12.05	Bengal, Supt. of Secondary Training Colleges.	R. S. Varley ...	—	St Paul's ...	Oxford, Balliol. 1st Cl. Mods.; 2nd Cl. Litt. Hum.	London Day T.C. Manchester E.T.D. Camb. D.T.C. No cert. or diploma mentioned.	Haileybury, St. Paul's, Canterbury, King's School.	Scale, Rs. 750-50-1000.
25.2.07	Sanawar Training Class for Teachers in European Schools.	A. J. Ross ...	28	Geo. Heriot's Hosp. School.	Edinburgh, M.A., double hons.; B.Sc., higher standard.	United Free Ch. Trg. Coll. Higher School Masters' Diploma.	Edinburgh, Gillespie's Schs., Head Sci. Master, 3 years; Edinburgh Univ. Demonstrator, 2 Sessions.	Scale, Rs. 500-50-750.
16.2.09	Dacca Training College, Vice-Principal.	J. A. Taylor ...	26	Longwood Gram.; Huddersfield Tech. Coll.	Birmingham, M.Sc.	—	Birmingham Univ. Junior Demonstrator, 2 years; Dublin, King's Hospital Sch. In charge of Science work, 2 years; S. Wales and Monmouth T.C. Lecturer, 2 years.	Scale, Rs. 500-50-1,000. Advertised.
16.2.09	Dacca Training College, Principal.	E. E. Biss ...	31	Clevedon, Private School.	Glasgow, no Degree.	Private School Asst., 2 yrs.; Princ., 3 yrs.; Transvaal, Organising District Headmaster, 3½ yrs.; Standerton Public School Principal, 2 yrs.	—	Scale, Rs. 600-50-1,000. Advertised.
27.7.09	Sanawar Training Class for Trs. in European Schools, Master.	R. Sanderson ...	28	South Shields High School.	Oxford, St. John's, 3rd Cl. Mods.; 3rd Cl. Law.	—	Secondary, 9 mos.; Training Coll. Lecturer, 3½ yrs.; Technical Institute Lecturer, 2½ years.	Scale, Rs. 500-50-750.
27.7.09	Allahabad, Sec., Training College, Vice-Principal.	J. L. Watson ...	26	Edinburgh, Royal High School.	Edinburgh, 1st Cl. Hons. in History; 2nd Cl. Hons. in Classics.	Edinburgh Provincial Cttee's Training Coll., 07–08; Secondary Diploma.	Montrose Academy, 1 year.	Scale, Rs. 500-50-1,000.
31.5.11	Calcutta, David Hare Train-College, Master of Method.	M. P. West ...	22	Marlborough ...	Oxford, Christchurch, 2nd Cl. Mods.; 3rd Cl. Eng. Litt.	—	Secondary, 9 months.	Scale, Rs. 500-50-1,000.
13.12.12	Lahore, Central T. C., Vice-Principal.	J. E. Parkinson...	29	Burnley Grammar.	Camb., King's. Nat. Sci. Trip., 3rd Cl.	Camb. Univ. Day Trg. Coll., 1903–06; B. of E. Cert. Diploma in Education.	Secondary, 2 yrs. Training College, 5 years.	Scale, Rs. 500-50-1,000 Advertised.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				MISCELLANEOUS.				
29.7.07	Madras Sch. of Arts, Superintendent.	W. S. Hadaway...	34	Malden (U.S.A.) High School. Boston Museum of Fine Arts, 2 years. London, Central Sch. of Arts and Crafts, 3 years Evening Classes. Cass Institute, 1 year Evening Classes.	—	—	Practical Stained-glass Mosaic, Metalwork, Silversmith's work, Jewellery, Enamelling, Book-decoration, &c. Private Pupils.	Scale, Rs. 500-50-1,000.
10.10.10	Calcutta Madrasa, Principal.	A. H. Harley ...	28	Hamilton, The Academy.	Edinburgh, 1st Prize Senior Hebrew; 1st Prize Senior Arabic. Berlin.	—	Edinburgh Univ., Assist. Prof. of Hebrew and Arabic, 5 months. Brit. Museum Assist., Dept. of Oriental Books and MSS, 7 mos.	Scale, Rs. 800-40-1,000. Increment of 100 after 10 years' satisfactory service.
21.2.11	Lahore School of Art, Vice-Principal.	H. L. Heath ...	38	Private School ...	—	Art Class Tr's. Cert. of the B. of E.	Regent Street Poly. Assist. Master, 6 yrs. General practice, 14 years.	Scale, Rs. 500-50-750. Advertised.
25.9.12	Indore, Daly Coll., Assist. Master.	J. G. C. Scott ...	24	Marlborough ...	Camb. Pembroke, 3rd Cl. Med. and Mod. Lang. 1911.	—	Private School, 1 year.	Scale, Rs. 500-50-1,000.
11.10.12	Indore, Daly Coll., Assist. Master.	M. G. Salter, ...	25	Cheltenham ...	Oxford, Hertford, 1st Cl. Maths. Mods., 2nd Cl. Maths. Finals.	—	Winchester, 18 months.	Scale, Rs. 500-50-1,000.
11.8.13	Benares, Queen's Coll., Prof. of Literature, with Sanskrit qualifications.	R. L. Turner ...	24	Bedford Gram., 1898-1903; Perse Gram., 1903-07.	Camb., Christ's Coll., Classical Tripos, Pt. I, Cl. I, Div. 3, 1909; Oriental Lang. Tripos, Cl. I, Bachelor Scholarship, 1910; Classical Tripos, Part II, Section E., Cl. I, with special distinction, 1911; Fellow of Christ's College.	—	Coaching in Philology, Sanskrit and Pali; Deputy to Univ. Teacher of Sanskrit.	Terms, Rs. 750-50-1,000. (Selection Committee's recommendation).
25.9.13	Bombay, Sir J. J. School of Art, Prof. of Architecture and Design.	R. W. Cable ...	26	Dulwich Coll., 1900-05; London Architectural Assocn. School 1905-07, Articled 1907-09; Paris Ecole Nationale des Beaux Arts, Jan. 1911-Dec. 1912.	—	—	London, Architectural Assocn., Day Sch., Master of 3rd year, 9 months (Jan.-Sept., 1913); Assistant in general practice, 1 year.	Scale, Rs. 500-50-700.
				WOMEN.				
17.1.07	United Provinces, Inspectress.	Miss E. M. West	30	Calcutta, La Martiniere.	Cambridge, Girton, Maths. Tripos, Hons. Cl. III.; B.A. (Dublin).	Paddington, St. Mary's College; London Univ. (Internal Students), Diploma for Pedagogy.	Calcutta, La Martiniere, 1½ years; Wynberg (India) Training Sch. & Orphanage, Honarary Work, 3 years; Secondary, 4 months.	Scale, Rs. 400-20-500.
10.6.07	Bengal, Junior Inspectress.	Miss M. E. Honeyburn.	32	Liverpool, Girls' High School.	Liverpool, Univ. College; Victoria Univ.; B.A. 1st Class; M.A.	Cambridge T.C. for Women Teachers. Certificate—Practical and Theoretical.	Elementary, 6 months; Secondary, 18 months; Govt. Schs. in Cairo, 2 years; Naini Tal Diocesan High School, 2 years.	Scale, Rs. 400-20-500.
3.3.08	United Provinces, Inspectress.	Miss H. G. Stuart	30	Cheltenham, Ladies' College.	Oxford, St. Hilda's Hall; Dip. of full Degree course; 2nd Cl. Mods.; 3rd Cl. Litt. Hum.; M.A. (Dublin, Trin.).	Maria Grey T.C., Cambridge Teachers' Diploma.	Winchester High School, Classics Mistress, 4 years; Mistress of Method, 3 yrs.	Scale, Rs 400-20-500.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
				WOMEN—*continued.*				
6.8.08	Eastern Bengal and Assam, Inspectress.	Miss M. E. A. Garrett.	29	In France and at Cheltenham Ladies' College.	—	Home and Colonial T.C., 1 year; Cheltenham Ladies' College, 8 months; Elem. and Higher Froebel Kindergarten Teachers' Cert.; Teachers' Cert. of Tonic S.F. College.	Five years in unofficial capacity with her father. Manager of 50 Grant-aided Schools in Ceylon.	Scale, Rs. 400-20-500.
28.11.10	Eastern Bengal and Assam, Second Inspectress.	Miss M. C. Somerville.	27	Edinburgh Ladies' College.	Edinburgh, 2nd Cl. Hons. in English.	Church of Scotland Training College; Elem. Teachers' Cert. of the S.E.D.; Provincial Committee's Cert. for Secondary School or College Teaching.	Secondary, 2 years; Edinburgh Univ. Hist. Society, Assistant Sec.	Scale, Rs. 400-20-500 + Rs. 100 per month house-rent allowance.
6.11.12	Central Provinces.	Miss G. M. Broughton.	29	Bedford High School.	London, Univ. College. M.A. in Philosophy, 1910.	London, Bedford College, London Teachers' Diploma.	—	Scale, Rs. 400-20-500.
12.3.13	Madras Presidency Training School for Mistresses, Superintendent.	Miss E. Dixon ...	32	Ipswich High School; Norwich and Ely Diocesan T.C.; Limoges, Ecole Normale; London, Maria Grey T.C.	—	B. of E. Cert., Higher Froebel Cert., 1st Cl.	Training Coll., about 9 years.	Scale, Rs. 350-10-450.
26.8.13	Central Provinces and Berar.	Miss E. Chamier	28	Bangalore, Bishop Cotton School, 1896-1902; London, Princess Helena Coll., 1903-1904.	Oxford, St. Hilda's, Nat. Sci. 4th Cl.	—	Asst. Inspectress, Bengal, 3½ years.	Scale, Rs. 400-20-500.
				MISCELLANEOUS GOVERNMENT POSTS (NOT IN THE INDIAN EDUCATIONAL SERVICE) OF RS. 500 AND UPWARD.				
4.5.08	Bengal, Serampore Central Weaving School, Principal.	E. Hoogewerf ...	33	Victoria Jubilee Technical Institute, Bombay; Government of India Technical Scholarship; Manchester, Municipal School of Technology University Certificate for Textile Studies; City and Guilds, Hons. Certificate in Spinning and Weaving.	—	—	Practical Weaving, 6½ years.	Scale, "Equivalent to £600-40-800 per year;" engagement for 5 years in first instance. Advertised.
6.7.09	Bengal, Superintendent of Industries and Inspector of Technical and Industrial Institutions.	A. du Pre Denning.	31	Rugeley, King Edward VI. Grammar; Staffs. County Science School.	Birmingham University; Mason Science College; B.Sc. (Lond.); Hons. in Physics and Chemistry; M.Sc. (Birmingham); Research Student, Birmingham, 1901-2; Heidelberg University, M.A. and Ph.D., Hons. in Physics.	—	Science Master, 5 years; Birmingham University, Lecturer and Demonstrator, 5 years; Smethwick, Technical School, Principal and Organiser of Evening Schools in Smethwick for 4 years, concurrently with the above.	Scale, Rs. 1,000-100-1,500; engagement for 5 years in first instance.

APPENDIX XVI—*continued.*

Date.	Post.	Name.	Age.	School.	Degree.	Training Diploma or Certificate.	Experience.	Remarks.
MISCELLANEOUS GOVERNMENT POSTS (NOT IN THE INDIAN EDUCATIONAL SERVICE) OF Rs. 500 AND UPWARD—*continued.*								
2.3.11	Lucknow School of Design, Principal.	N. Heard ...	38	Bideford School of Art, 1890–92; R.C.A., 1892–1895, 1898–1901; Associate, R.C.A.; Rochdale School of Art, 1895–1896; Hull School of Art, 1896–1898; Royal Exhibition, 1899; Queen's Prize in Historic Ornament.	—	—	Art Master, 4 years; R.C.A., Lecturer and Master, 3 years; Head Master, School of Art, 10 years.	Scale, Rs. 500–50–700, and free quarters. Engagement for 5 years in first instance.
24.3.11	Benares, Experimental Weaving Station, Cotton Expert.	J. M. Cook ...	37	Darwen Technical School, 1st Cl. Cotton Manufacturing; 2nd Cl. Hons. Cotton Spinning; 1st Cl. Hons. Cotton Weaving; 1st Cl. Applied Mechanics and Machine Drawing; Manchester, School of Technology, 1st Cl. Hons. Cotton Weaving (City and Guilds); 1st Cl. Weaving Calculations (Lancs. and Cheshire Inst.); Bury, Municipal Technichal School; 1st Cl. Hons. Cotton Weaving; 1st Cl. Silk Weaving; 1st Cl. Jute Weaving; 1st Cl. Cotton Weaving with distinction (Lancs & Cheshire Institute).	—	—	Teaching, 9 years; Practical, Weaver, 9 years; Weaving Master and Instructor, 10 years (partly concurrent with teaching experience).	Scale, Rs. 500–40–700, and free quarters. Engagement for 5 years in first instance. Advertised.
15.1.13	Lahore Central Training College, Instructor in Drawing and Manual Training.	J. Y. Buchanan...	36	Glasgow, Royal Technical College, 1st Cl. Teachers' Certificate in Woodwork (City & Guilds); Teachers' Certificate, Higher Grade, Scotch Sloyd Association; 1st Cl. Hons. in Carpentry and Joinery (City & Guilds); Leipzig College of Handwork, Diploma in Cardboard Modelling and Metalwork; Glasgow School of Art, Teachers' Diploma in Drawing; Glasgow Provincial Committee, Certificate in "Theory of Education" with special bearing on Manual Training.	—	—	Manual Instructor and Assistant Art Master, 9 years; Rajputana R.F.C. Mission School of Industries, Superintendent, 3 years.	Scale, Rs. 500–50–650 without exchange compensation allowance. Engagement for 4 years in first instance. Advertised.
21.11.13	Central Provinces, Textile Expert.	W. Wight ...	41	Hawick, Buccleuch Memorial.	—	—	Apprentice, designer, traveller and manager, 24 years; Weaving Instructor, Congested Districts Board for Ireland, 1½ years.	Rs. 500. Engagement for 5 years. Advertised.
10.12.13	Bombay College of Commerce, Principal.	P. L. Anstey ...	37	Telsted and St. Paul's.	University of Vienna, 1895–97; University of London; London School of Economics, 1906–10; Martin White Scholarship in Sociology; B.Sc. (Econ.) 2nd Cl. Hons.	—	Lecturer, 3 years (2 years in charge of Department of Economics University of Bristol).	Rs. 1,125 (without exchange compensation allowance) + Bombay House Allowance Scheme (Rs. 105). Engagement for 4 years in first instance. Advertised.

APPENDIX XVII.

Regulations relating to Appointments to the Indian Educational Service.

1. The Indian Educational Service comprises those posts in the Educational Department to which appointments are made in England by the Secretary of State for India, and is thus distinguished from the Provincial Educational Service which is recruited exclusively in India.

2. It consists of two branches, the teaching, including Principalships and Professorships in the various Government Colleges and Head Masterships in certain High Schools; and the inspecting, including Inspectorships of Schools; but officers may be transferred at the discretion of Government from one branch to the other, and the conditions of pay and service are the same for both. It also includes certain special appointments, such as those of Superintendents of Schools of Art, for which special qualifications are required and special terms of engagement are prescribed. Officers of the teaching branch may be required to undertake duties in connection with the supervision of students in hostels or boarding houses and with the direction of their studies and recreations.

Selection of Candidates for Appointment.

3. Appointments are made by the Secretary of State for India as occasion may require. Only laymen are eligible, and applications should be addressed in covers marked "C.A." to the Secretary, Board of Education, Whitehall, London, S.W. Scottish candidates should apply to the Secretary, Scotch Education Department, Whitehall, London, S.W.

4. Candidates must, as a rule, be not less than 23 nor more than 30 years of age, but exceptions are sometimes made as regards the maximum limit only. Candidates must be British subjects, and must furnish evidence of having received a liberal education.

5. The application should be submitted upon the form provided for the purpose, and should be accompanied by *copies* of not more than six testimonials, which will be retained.

6. When a vacancy occurs, the normal procedure now is that it is referred in the first instance to the Board of Education who communicate it to the Scotch Education Department. Both Departments take steps to make the initial appointment known, not only to persons likely to know of suitable candidates but also to such applicants already on their lists as appear to possess the necessary qualifications. All the applications which are received are examined by the Board of Education, or in the case of Scottish candidates by the Scotch Education Department, and the candidates who seem to be the most suitable are asked to appear before the Selection Committee which has been constituted by the Secretary of State for India in Council. After all the selected candidates have been interviewed by this Selection Committee, a recommendation is submitted by the Committee to the Secretary of State for India.

7. In selecting candidates for appointment, weight will be given to the possession of (*a*) a University degree in Honours, or equivalent distinction; (*b*) experience as a teacher; (*c*) qualifications in special subjects, depending on the nature of the vacancy to be filled. In selecting candidates for inspecting appointments weight is given to linguistic talent, capacity for organization, and knowledge, practical or theoretical, of educational methods.

General Conditions of Engagement.

8. A candidate selected for an appointment will have to be examined by the Medical Board of the India Office. If the result of this examination is satisfactory, he will be required to sign an agreement to serve the Government of India for two years. In the course of that period, during which he will be regarded as on probation, he will be required to pass such examination or examinations as for the time being may be prescribed in the recognised vernaculars of the Presidency or Province in which he is stationed. If during his probation he is transferred to another province and is required to take up the study of a different vernacular, the two years allowed for passing will reckon from the date of transfer. If he has given satisfaction during the probationary period his services will in all probability be retained. His appointment may be cancelled at the end of the period for failure to pass the examinations above-mentioned, or at any time during his service for unfitness or misconduct.

A free first-class passage to India will be provided. If for any cause other than physical or mental infirmity the officer resigns his appointment, either during his two years of probation or during the three years immediately subsequent thereto, he will be liable to be called upon to refund the cost of his passage to India. If, on the other hand, he should during the first two years of his service be compelled by ill-health to quit the service while in India, he will be provided with a free first-class passage from India to England, and if on the termination of the period of probation he decides not to remain in India, or if on the termination of that period Government decides not to retain his services, a first-class return passage to England will be granted. In the last event three months' notice will be given, and the resignation of an officer on the expiry of the term covered by his agreement is regulated by a similar condition.

9. Officers of the Indian Educational Service are expected to give their whole time to the duties of the Service. The salaries paid are as follows:—A newly-appointed Inspector or Professor receives Rs. 500 a month, rising by annual increments of Rs. 50 a month to Rs. 1,000 a month. When this point has been reached, the increase of his emoluments depends upon his promotion, and takes the form of allowances ranging from Rs. 200 to Rs. 500, in addition to the salary of Rs. 1,000. There are at present 30 such allowances. There is in every Province a Director of Public Instruction. The posts of Director of Public Instruction are normally held by members of the Indian Educational Service, but power is reserved to appoint to a vacancy from outside the Department in exceptional circumstances when the requirements of the post cannot otherwise be met. Their pay differs in different Provinces:—

Three receive a salary of Rs. 2,000—100—2,500 a month.

Two receive a salary of Rs. 2,000 a month.

One receives a salary of Rs. 1,750—50—2,000 a month.

Two receive a salary of Rs. 1,500—100—2,000 a month.

One receives a salary of Rs. 1,250 rising to Rs. 1500 a month.

Head Masters are appointed on an initial pay of Rs. 500, rising by annual increments of Rs. 50 a month to Rs. 1,000 a month, except in cases in which Local Governments may prefer to recruit on the scale of Rs. 500 a month, rising by annual increments of Rs. 50 a month to Rs. 750 a month. Head Masters are eligible for subsequent transfer to inspectorships or, if qualified, professorships. In all cases, increments of salary are given for approved service only.

For some years the exchange value of the rupee has been about sixteen pence.

In addition to the salaries and allowances mentioned above, exchange compensation allowance is at present granted to officers of the Indian Educational Service appointed from England. This allowance, under present conditions, is equivalent to an addition of $6\frac{1}{4}$ per cent. to the officer's pay, subject to certain limitations.

Quarters are provided for a few of the Head Masters, Professors, and Principals, but usually an officer has to arrange for his own board and lodging. Members of the Indian Educational Service draw travelling allowances for journeys on duty as officers of the first-class under the Civil Service Regulations.

10. Officers of the Indian Educational Service are eligible for leave and pension under the rules in the Civil Service Regulations ordinarily applicable to the European civil officers of Government. A summary

of these rules and also of those relating to the Provident Fund will be found in Annexures I. and II. In the case of an officer who is engaged in the first instance on probation, but whose services are permanently retained, the period for which he was on probation counts as service for pension. An officer does not contribute towards pension, but he is required to contribute to the Provident Fund. An officer appointed at an age exceeding 25 is entitled to reckon as service for superannuation pension (but not for any other class of pension) the number of completed years by which his age may at the time of appointment have exceeded 25 years, subject to the proviso that five years shall be the maximum period which can be so added. A superannuation pension is a pension granted to an officer entitled or compelled by rules to retire at a particular age.

Appointments to Women.

11. For the appointments dealt with above men only are eligible. There are, however, some posts in the Indian Educational Service which are open to women and these comprise appointments as Inspectresses of Girls' Schools, Principals of Training Colleges, and occasionally Headmistresses of Schools. The salary attached to these appointments is ordinarily Rs. 400 a month rising by annual increments of Rs. 20 a month to Rs. 500 a month. The procedure in connection with application and selection for these posts is the same as that prescribed in paragraphs 5, 6, and 8 above, and the conditions as regards leave and pension are the same as those stated in paragraph 10 above. Candidates must, as a rule, be not less than 23 nor more than 30 years of age, but exceptions may sometimes be made as regards the maximum limit only. Candidates must be British subjects and must furnish evidence of having received a liberal education. In selecting for appointment, weight will be given to (*a*) teaching experience, and (*b*) linguistic talent and capacity for organization.

Temporary Appointments.

12. The Secretary of State is sometimes requested by the Government of India to supply persons to fill temporary vacancies in the Indian Educational Service, generally professorships in Colleges.

Such appointments are made for not less than a university year (about nine months), with a prospect, in the case of thoroughly approved service, of future selection to fill either a temporary or a permanent appointment.

The salary is Rs. 500 a month rising by annual increments of Rs. 50 a month.

A free passage (first-class) to India is given, and a free return passage on the termination of the engagement, provided it is claimed within six months from that date.

August 1913.

ANNEXURES.

[NOTE.—This Memorandum is merely intended to show the principal leave and pension rules in the Civil Service Regulations at present applicable to the Indian Educational Service without going into minute details, and does not profess to deal with every case that may arise. The rules are subject to alteration and any disputed question must be decided with reference to the authorised text of the Civil Service Regulations for the time being.]

ANNEXURE I.

(*See paragraph* 10 *of the Regulations.*)

LEAVE.

1. The following is a summary of the principal regulations relating to the leave admissible to officers appointed to the Indian Educational Service by the Secretary of State from the United Kingdom.

Probationers.

2. During the probationary period of two years, officers are eligible for Vacation Leave (or Privilege Leave, *vide* Rule 8), and, if necessary, leave with medical certificate, not more than six months of such leave carrying allowances. Such leave is not admissible for a period extending beyond the term of an officer's contract unless or until it has been decided to retain him in permanent employment. Leave allowances when admissible will be calculated in accordance with Rule 6 (1) below.

Officers other than Probationers.

Long Leave.

3. Furlough and special leave with allowances (*see* paragraph 6) are admissible to an aggregate maximum amount of six years during an officer's service. The amount of furlough "earned" is one-fourth of an officer's active service, and the amount "due" is that amount less any enjoyed.

4. Furlough without medical certificate can, if due, be generally taken after eight years' active service, and again after intervals of not less than three years' continuous service. It is limited to two years at a time.

5. Furlough on medical certificate may be granted (*a*) to an officer who has rendered three years' continuous service, for not more than two years in the first instance, but capable of extension up to three years; and (*b*) to an officer who has not rendered three years' continuous service, up to one year in any case, and up to such longer period, if any (but not exceeding two years in all), as the officer may have furlough "due" to him.

6. The allowances admissible during furlough are—

(1) During furlough without medical certificate and during so much of furlough with medical certificate as may be "due"—half average salary, subject to certain maximum and (in the case of furlough with medical certificate) minimum limits.

(2) After the expiration of the period of leave with medical certificate for which the foregoing allowances are admissible—one quarter of average salary, subject to certain maximum and minimum limits.

7. Special Leave may be granted at any time for not more than six months, with intervals of six years' service, and may be taken in instalments; but allowances, calculated as during furlough, can only be drawn for six months in all.

Short Leave.

8. An officer of the Indian Educational Service is eligible for such Vacation Leave as may be admissible in the circumstances of the appointment which he holds. During such leave he is granted a leave allowance equal to the salary which he would receive if he were on duty in his appointment. While holding appointments, the conditions of which do not entitle the holder to Vacation Leave, an officer may be granted "Privilege Leave" carrying a similar allowance, in lieu of Vacation Leave. Privilege Leave is a holiday which may be granted to the extent of one-eleventh part of the time that an officer has been on duty without interruption; and it may be accumulated up to three months, earned by 33 months' duty.

Subject to certain conditions Vacation Leave or Privilege Leave may be combined with furlough, special leave, or extraordinary leave without pay.

9. Subsidiary Leave in India for a short period, usually with half average salary, is granted to an officer proceeding on or returning from leave out of India, or on retirement, to enable him to reach the port of embarkation or to rejoin his appointment. It is admissible only at the end and not at the beginning of combined leave.

10. Short Leave is also granted to enable officers to appear at examinations, &c.

11. Extraordinary Leave without allowances may be granted in case of necessity, and, except in certain specified cases, only when no other kind of leave is by rule admissible. It may be granted in continuation of other leave.

General Rules.

12. Leave of absence, whether on furlough or on privilege leave, can never be claimed as of right, and is given or refused at the discretion of Government.

13. When leave allowances other than vacation or privilege leave pay are paid at the Home Treasury, or in a Colony where the standard of currency is gold, rupees are converted into sterling at the rate of exchange fixed for the time being for the adjustment of financial transactions between the Imperial and Indian Treasuries, unless any other rate has been exceptionally authorised. But for the present the rate of conversion is subject to a minimum of 1*s.* 6*d.* to the rupee. Privilege leave or vacation leave pay when issued from the Home Treasury (this is only admissible when leave of these kinds is combined with other leave) is converted at 1*s.* 4*d.* to the rupee.

ANNEXURE II.

PENSIONS AND PROVIDENT FUND.

(*See paragraph* 10 *of the Regulations.*)

1. The following is a summary of the pension rules applicable to officers of the Indian Educational Service appointed by the Secretary of State from the United Kingdom.

An officer of the Indian Educational Service becomes eligible for a pension on completing 30 years' qualifying service or on attaining the age of 55 years. If at an earlier date he is compelled to retire from the service through ill-health not occasioned by irregular or intemperate habits, he becomes eligible for an invalid pension or a gratuity according to the length of his service. Retirement is ordinarily required at the age of 55 years, but for special reasons an officer is sometimes retained after attaining that age.

The amount of pension or gratuity is regulated as follows:—

After a service of less than 10 years.—A gratuity not exceeding one month's emoluments for each completed year of service.

After a service of not less than 10 years.—A pension not exceeding the following amounts:—

Years of Completed Service.	Sixtieths of Average Emoluments.	Maximum Limit of Pension.
		Rs.
10	10	2,000 a year.
11	11	2,200 ,,
12	12	2,400 ,,
13	13	2,600 ,,
14	14	2,800 ,,
15	15	3,000 ,,
16	16	3,200 ,,
17	17	3,400 ,,
18	18	3,600 ,,
19	19	3,800 ,,
20	20	4,000 ,,
21	21	4,200 ,,
22	22	4,400 ,,
23	23	4,600 ,,
24	24	4,800 ,,
25 and above	30	5,000 ,,

Officers who have shown special energy and efficiency during an effective service of three years as Director of Public Instruction may, at the discretion of the Government of India, be allowed an additional pension of Rs. 1,000 a year, subject to the condition that an officer must not retire voluntarily before the completion of a total qualifying service of 28 years.

Subject to certain prescribed conditions, rupee pensions are now issued at the rate of exchange of 1*s.* 9*d.* the rupee to pensioners residing in countries in which the Indian Government rupee is not legal tender. At this rate of exchange, the pension of Rs. 5,000 admissible after 25 years' service is equivalent to £437 10*s.*

2. A general Provident Fund, to which contribution is compulsory, has also been established on the following basis:—

(1) The contribution is compulsory up to 6¼ per cent. on salaries, with voluntary contributions of not more than a further 6¼ per cent. Subscriptions on leave of any kind are optional.

(2) Compound interest on such payments is annually credited by Government to each officer subscribing, the rate being at present 4 per cent. per annum.

(3) The sum which thus accumulates to the credit of an officer is his absolute property, subject to the rules of the Fund, and is handed over to him, unconditionally, on quitting the service; or in the event of his death before retirement, to his legal representatives or such other person or persons as, under, and subject to the rules of the Fund for the time being in force, may be entitled thereto.

APPENDIX XVIII.

Officials and Non-Officials who furnished written evidence to the Royal Commission in connection with their enquiry into the Education Department but who were not orally examined.

1. C. W. Waddington, Esq., M.A., C.I.E., M.V.O., Principal, Mayo College, Ajmer.
2. Mr. Bhagavan Das of Benares.
3. H. G. Wyatt, Esq., Inspector of Schools, Jullundur Division.
4. Messrs. Ruchi Ram Sahni, G. S. Chowla, and Shiv Ram Kashyap (of the Government College, Lahore).
5. Lala Shib Diyal, M.A., Inspector of Schools, Ambala Division.
6. Khan Bahadur M. Umar-ud-din, M.A., Inspector of Schools, Rawalpindi Division.
7. Messrs. Jugal Kishore, Hari Singh, and Nazar Muhammad (Assistant Inspectors of Schools).
8. Pandit Hari Charan Das Datt, Senior Assistant Inspector of Schools, Jullundur Division.
9. M. Ahmad Din, Assistant Inspector of Schools, Multan Division.
10. H. R. James, Esq., Principal, Presidency College, Calcutta.
11. E. E. Biss, Esq., Principal of the Dacca Secondary Training College.
12. Messrs. K. S. Caldwell, E. A. Horne, and W. V. Duke. (Supplementary to the Statement show-

APPENDIX XVIII—*continued.*

ing the views of Members of the Indian Educational Service in Bihar and Orissa—*vide* paragraphs 83,125–142.)

13. B. Heaton, Esq., Principal of the Civil Engineering College, Sibpur.
14. R. Chatterjee, Esq., Editor of "The Modern Review."
15. W. H. James, Esq., Principal, College of Engineering, Madras.
16. C. R. Reddy, Esq., of the Educational Service of Mysore.
17. M.R.Ry. P. T. Srinivas Iyengar Avargal, M.A., L.T., Principal, Mrs. A. V. Narasinga Rao College, Vizagapatam, Madras.
18. M.R.Ry. Rao Bahadur S. Mangesh Rau Avargal, B.A., late Professor of Mental and Moral Science in the Presidency College, Madras.
19. Rev. F. Bertram, S.J., Principal, St. Joseph's College, Trichinopoly.
20. M.R.Ry. D. V. Jagannadham, Senior History Assistant, Town High School, Guntur.
21. Rev. G. Pittendrigh, Christian College, Madras.
22. M.R.Ry. M. Kameswara Rao Pantulu Garu, B.A., Acting Inspector of Schools, Second Circle, Madras.
23. M.R.Ry. K. Ramunni Menon, Professor of Zoology, Presidency College, Madras.
24. Miss A. Rozario, Acting Assistant Inspectress of Schools, Madras Girls' Range.
25. M.R.Ry. M. Ramasami Aiyangar, Provincial Education Service, Madras.
26. H. E. R. Dunhill, Esq., Superintendent, Technical Institute, Madura.
27. M. R. Dixit, Esq., Bar.-at-Law, Nagpur, C.P.
28. G. V. Gayatonde, Esq., retired Executive Engineer, Dharwar.
29. E. Giles, Esq., M.A., C.I.E., late Director of Public Instruction, Bombay and Officiating Director General of Education (retired March 1908).
30. Babu Motilal Ghosh, Editor, Amrita Bazar Patrika, Calcutta.
31. Miss E. Chamier, Officiating Inspectress of Schools, Deccan Circle.
32. Messrs. R. S. Cree Brown and N. B. MacMillan, Professors at College of Engineering, Poona; and Mr. P. Wren, Assistant Director of Public Instruction.
33. Hassamal Assumal, Esq., Vice-Principal, Training College, Jubbulpore, the Professors of the College, and the Lady Superintendent of the Normal School.
34. Pandit Ramavatar Sarma, a Professor in the Patna College, and 30 other officers of the Provincial Educational Service, Bihar and Orissa.
35. Inspectors and Headmasters in the Indian Educational Service, Bombay.
36. M. S. R. Bhandarkar, Esq., M.A. (Bom.), Professor of Sanskrit, Elphinstone College, Bombay, and 9 other members of the collegiate branch of the Bombay Provincial Educational Service.

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