

Correspondence between the Government of India and Local Governments regarding the question of the improvement of the pay and prospects of the Provincial Educational Service.

No. 2-9-Confdi., dated Calcutta, the 2nd January 1908.

From—G. B. H. FELL, Esq., Deputy Secretary to the Government of India, Home Department (Education),

To—The Secretary to the Government of Madras, Educational Department.

”	”	”	”	”	Bombay, ” ”
”	”	”	”	”	Bengal, ” ”
”	”	”	”	”	United Provinces, Educational Department.
”	”	”	”	”	Punjab, Home (Education) Department.
”	”	”	”	”	Chief Secretary to the Government of Burma.
”	”	”	”	”	Eastern Bengal and Assam.
”	”	”	”	”	Honourable the Chief Commissioner of the Central Provinces.

It has recently been represented to the Government of India that there is a feeling of dissatisfaction among the members of the provincial educational service; that the pay and prospects of its members are inferior to those of members of other provincial services; and that it fails to attract as good men as are forthcoming for the corresponding services in other branches of the administration. The Government of India are not convinced that there are good grounds for thinking that this alleged feeling of dissatisfaction exists in every province; but as it is of the highest importance that the personnel of the provincial educational service should be in no respect inferior to that of the other provincial services, they desire to learn whether there is any justification for the view that that service is generally unpopular, and that its members are not contented with their present prospects. I am accordingly to inquire—

- (1) whether in ^{the opinion of} the Governor in Council
His Honour the Lieutenant-Governor ^{your opinion} dissatisfaction exists among the members of the provincial educational service in the Madras Presidency
etc.;
- (2) whether there appear to be good and reasonable grounds for that dissatisfaction;
- (3) what suggestions ^{His Excellency in Council}
His Honour ^{you} would make for the removal of this dissatisfaction and for the improvement of the service.

If there is any real dissatisfaction, the Government of India are prepared to consider any proposals which ^{the local Government}
you may submit with a view to improving the condition of the service.

2. If any improvement in the conditions of service is considered necessary, the Government of India desire that the following suggestions may be examined. The first relates to the actual pay of the service. The maximum pay is Rs. 700 a month, and this compares unfavourably with the maximum of most of the other provincial services. The grading also requires examination, with the object of ascertaining whether there are enough appointments in the higher grades to secure a reasonable flow of promotion. In considering these two matters, it must not be forgotten that those members of the educational service who are engaged in teaching enjoy comparatively long holidays on full pay and are often able to add to their incomes by undertaking examination work.

3. Apart from direct increases of salary, which, if necessary at all, must be kept within moderate limits, the attractiveness of the service might be

enhanced by improving the general level. This could be effected by transferring to the subordinate service appointments of which the duties differ both in character and importance from those usually performed by members of the provincial service. The status and pay of the lowest grade of officers would thus be raised, and it is probable that the higher initial pay would attract a better stamp of recruit.

A corresponding advantage could be obtained by transferring from the Indian Educational Service to the provincial service appointments which might more suitably be included in the latter.

I am to request that, [with the permission of the Governor in Council
Lieutenant-Governor] the lists of the provincial and subordinate educational services in Madras
Bombay
etc. may be carefully scrutinized, and that if it appears that any appointments now included in the one might more suitably be included in the other, proposals to this effect may be submitted for the consideration of the Government of India.

4. I am also to inquire whether the Government of Madras
etc. you are in favour of maintaining the existing orders under which members of the provincial service are debarred from appointment to the posts of principal of a college and assistant to the Director of Public Instruction. The Government of India are disposed to think that the retention of this disability is unnecessary, as no claim to any specific appointment can be made by any individual officer; that it may be inconvenient, as it narrows the field of choice; and that it is inexpedient, as it suggests that members of the provincial service can never be fit for these posts. Moreover, the extension of the field for employment would probably be welcomed by members of the provincial service, and would increase the attractiveness of that service.

The further question arises, whether any special allowance should be given to members of the provincial service while holding these appointments.

5. I am directed to explain in conclusion that the Government of India have no desire to urge local Governments to increase the cost of the provincial service if its present condition is satisfactory. They hold strongly, however, that the conditions of service should be sufficiently good to attract the best talent of the Indian Universities, and if they fail to do this, endeavours must be made to improve them.

No. 532-Confdl., dated Ootocamund, the 13th July 1908.

From—H. D. TAYLOR, Esq., I.C.S., Secretary to the Government of Madras,
Educational Department,

To—The Secretary to the Government of India, Home Department (Education).

I am directed to refer to Mr. Fell's letter No. 2, dated the 2nd January 1908, on the subject of the Provincial Educational Service.

2. The Government of India enquire—

(1) whether, in the opinion of the Governor in Council, dissatisfaction exists among the Members of the Provincial Educational Service in the Madras Presidency;

(2) whether there appear to be good and reasonable grounds for that dissatisfaction; and

(3) what suggestions His Excellency in Council would make for the removal of this dissatisfaction and for the improvement of the service.

The Government of India also inquire whether the service, as at present constituted, fails to attract the best talent of the University.

3. In reply, I am to say that, in the opinion of His Excellency in Council, there is no general discontent in the Provincial Service as a whole.

The pay and prospects of the service compare not altogether unfavourably with the other Provincial Services such as the Deputy Collectorate, the maximum pay in either case being Rs. 700. There have been however, a few isolated instances in which dissatisfaction has been caused owing to the appointment of new officers in the higher grades for the purpose of filling special appointments for which men of special qualifications were required, thereby blocking to some degree the promotion of those below, but promotion in the Provincial Educational Service has, on the other hand, been unusually rapid during the last few years. The dissatisfaction which has been caused in these special cases is inseparable from the present system under which a large number of heterogeneous appointments, some of which require special qualifications, are massed together in the cadre of the Provincial Educational Service as it at present exists.

4. In view of the more general dissatisfaction which might be caused by the wholesale recruitment of men in the higher grades, thereby blocking the promotion of those below, and the comparatively unattractive scale of salary in the lowest grade, it has been found in practice that the best graduates are not as a rule attracted to the service, though it has in a few cases been found possible to attract some of the very best.

It is necessary to distinguish to some extent between the qualifications required for posts on the Collegiate staff (Professors and lecturers) and for those in the Inspecting Agency (Assistant Inspectors and Personal Assistant to the Director of Public Instruction). For the former posts men of more brilliant attainments, starting on a higher initial salary, are required, while the Assistant Inspectors are recruited mainly from the subordinate service, and are ordinarily men who have been selected for posts in the Provincial service as the result of hard work and practical experience. For the latter class of men, whose number it is proposed to increase by twelve so as to provide one Assistant Inspector for each district, the present system of a graded service is all that is required, while for the former class a solution might be found in the creation of a separate group of appointments outside the graded service, on a higher initial salary with progressive enhancements.

6. His Excellency the Governor in Council, however, proposes to defer the submission of any specific proposals for the improvement of the Provincial Educational Service for the following reasons :—

(a) It is proposed to transfer certain special appointments connected with the Medical College, College of Engineering and other special institutions of a technical character to other departments so that they will no longer be retained on the cadre of recruitment for the Provincial Educational Service.

(b) It is proposed to expand the service by the creation of new appointments in connection with the scheme for Model High Schools which is now under the consideration of this Government.

6. With reference to paragraph 3 of the letter under reply, I am to say that there appear to be no appointments in the Indian Educational Service in this Presidency which might suitably be transferred to the Provincial Educational Service, but there are certain posts at present in the Provincial Educational Service, such as the Principalship of the Mangalore College and the Head-mastership of the Madrasa-i-Azam, which should, in the opinion of this Government, be transferred to the Indian Educational Service on the ground that they are posts for which the appointment of Europeans is essential. His Excellency in Council will shortly make definite proposals for the transfer of these appointments from the Provincial to the Indian Educational Service, and also for the creation of certain new posts in that service to meet the requirements of the new University Regulations in Government Colleges and the new Model High School scheme.

It does not appear that there are any posts in the Provincial Service, as at present constituted, which could be relegated to the subordinate service.

7. In reply to paragraph 4 of the Government of India's letter, I am to say that the post of Personal Assistant to the Director of Public Instruction is already included in the Provincial Educational Service, though that of Deputy Director is

ordinarily reserved for a member of the Indian Educational Service. The post has, in exceptional cases, been held by a member of the Provincial Educational Service, but ordinarily it should, in the opinion of this Government, be reserved for a member of the Indian Educational Service as giving a most useful training to men destined to hold higher appointments in that service.

As regards Principals of Colleges, His Excellency the Governor in Council is most strongly of opinion that all such posts should be retained in the Indian Educational Service and that they should be filled by Europeans recruited in England, who possess English ideals and a knowledge of English standards.

8. The proposals referred to in paragraphs 5 and 6 *supra* are now under the consideration of this Government, but it is thought better not to delay the reply to the present reference until definite schemes have been worked out or to enter into details of proposals, which must necessarily be incomplete, for remodelling the existing services until the new schemes now in contemplation have received full consideration. It will then be possible to submit complete proposals for the reorganization both of the Indian and Provincial Educational Services and to form some accurate forecast as to the cost of giving effect to those proposals.

No. 2054-Confdl., dated Bombay Castle, the 12th August 1908.

From—R. E. ENTHOVEN, Esq., I.C.S., Secretary to the Government of Bombay, Educational Department,

To—The Secretary to the Government of India, Home Department (Education).

With reference to your letter No. 3-(Confdl.), dated the 2nd January last, inquiring whether dissatisfaction exists among the members of the Provincial Educational Service in this Presidency, and, if so, inviting suggestions for its removal and for the improvement of the service, I am directed to offer the following remarks.

2. The Provincial Educational Service of this Presidency is divided into two branches—one 'Collegiate' and the other 'General'—the former including only Professors and Lecturers in Colleges, and the latter, the Educational Inspector and Principals and Head Masters of Vernacular Training Colleges and High Schools, &c. The General Branch includes 11 appointments specified in the accompanying statement. As I am to observe in connection with these appointments that the pay (Rs. 700) of the Educational Inspector, S. D., is sufficient, provided it is definitely attached to the post. The salaries of the Principals of the Vernacular Training Colleges at Ahmedabad, Poona, Dhárwár and Hyderabad, and of the Head Master, Training School, Dhulia, have only recently been raised in connection with the five lakhs scheme,* and are regarded as sufficient for the present. The three Head Masterships included in this Branch of the Provincial Service will be dealt with in the proposals for the general improvement of Secondary education called for in Home Department (Education) letter No. 759, dated 10th October 1906, and need not be considered here. The remaining two posts in the General Branch are:—

- (a) Head Assistant to the Director of Public Instruction,
- (b) Vice-Principal, Secondary Training College.

With respect to (a), it may be mentioned that it has been the practice to appoint a Deputy Educational Inspector to the post, which carries a salary of Rs. 250. The highest pay in the inspecting line is Rs. 300. The Director of Public Instruction has accordingly proposed that the officer holding the post of Head Assistant should be permitted to draw the pay of the most highly paid Deputy Educational Inspector, when his turn for promotion comes, without having to revert to the inspecting line. Having regard to the fact that the tenure of the appointment of Personal Assistant to the Director of Public Instruction in the Indian Educational Service is for three years only, it is very desirable that the Head Assistant should remain in the appointment for

* *Vide* the correspondence ending with Home Department Education No. 803, dated 8th October 1907.

a considerable period. His Excellency in Council is, therefore, disposed to accept the proposal of the Director of Public Instruction on condition that no extra expenditure is involved. The scale of pay of the post of Vice-Principal, Secondary Training College, is Rs. 250—25—500. Mr. Selby proposes that the salary of the present incumbent (Mr. D. H. Vachha, M.A.), who now draws Rs. 300, should be raised at any time to the amount which the holder would receive if in the natural order of seniority he were recommended for a Head Mastership, and remarks that, unless this were done, Mr. Vachha might ask to revert to the school line, and that the College would thus lose the benefit of the experience acquired by Mr. Vachha in his present appointment. His Excellency the Governor in Council is of opinion that the proposed reform is not urgent, and that the suggestion should be considered when the contingency contemplated by the Director of Public Instruction occurs. On the whole, therefore, there is little ground for complaint so far as the General Branch of the Provincial Service is concerned.

3. In the Collegiate Branch, on the other hand, there is considerable and natural discontent. It will be noticed from the list of appointments given in the appended statement B, that, excluding the appointment of Director, Maharaja Takhtasingji Observatory, which is a special post, there is one place of Rs. 600, one of Rs. 550, two of Rs. 450. The holders of these posts are men of long service. As the higher appointments are so few, promotion for men in the lower grades is very slow. Some men can never hope for any promotion. When a vacancy occurs, instead of conferring the post on the most senior and deserving officer, it may be necessary to select for the salary and appointment a less senior officer competent to fill it. For instance, a Professor of Sanskrit cannot be made Director of the Observatory. It may, however, be necessary, to pay Rs. 700 to obtain a competent Director. At present the salaries drawn by the two Professors of one of the most important subjects, *viz.*, Sanskrit, are only Rs. 450 and Rs. 350, *i.e.*, less than the pay of some Head Masters of High Schools and Principals of Training Colleges. The result is that the latter, who are good Sanskrit scholars, cannot be asked to exchange their places for a Professorship in Sanskrit. In these circumstances it cannot be supposed that the best graduates of the Bombay University will devote their lives to the study of Sanskrit, the salaries mentioned above being all that they can look forward to in their old age. They will naturally seek the better paid, more distinguished and more influential posts in the Executive and Judicial Branches of the Provincial Civil Service. The same remarks apply to the Chairs of Science and Mathematics which are of more importance than that of Sanskrit. In this Presidency it has long been the practice to fill at least one Mathematical chair and both the Sanskrit chairs by the appointment of Natives of India. The result of the present system of salaries in the Collegiate Branch is that these posts, which have been, in practice, reserved for Natives, should either be filled by men recruited in England or be held by incompetent natives, because competent men would not be attracted by the present prospects of the service. His Excellency the Governor in Council is of opinion that the whole staff of Government Colleges should be recruited from scholars of repute, as they are model institutions. Government should, therefore, be prepared to pay for first-rate natives as they must do in the case of men recruited for the Indian Educational Service, because the success of the whole system of Secondary Education in this Presidency depends on the scholarship of the Professors of Arts Colleges.

4. I am to observe that the position of men in the Collegiate Branch has been rendered worse by certain changes which have recently been effected or will shortly be carried out. The Chair of Professor of Botany (Rs. 400) in the College of Science, which was formerly included in the Provincial Educational Service and held by Mr. Gammie, has been transferred to the Agricultural Department. The Governor in Council has also decided to transfer the Chair of Chemistry in the College of Science (pay Rs. 600) from the Provincial to the Indian Educational Service on the retirement of Mr. Page, the present incumbent, from 1st April 1909 (*vide* this Government letter No. 992, dated 4th May 1908).

5. Having regard to the considerations set forth above, His Excellency the Governor in Council is of opinion that the present system of fixed salaries, which has proved unsuitable, should be replaced by graded salaries, as in the Indian Educational Service, and that all Professorships should be of the same value, equally good men being required for all these posts. He accordingly proposes:

It is not proposed to improve the pay of the Director of the Observatory which will remain at Rs. 700. that the pay of each Professor in the Provincial Service should rise from Rs. 500 to Rs. 750 by an annual increment of Rs. 50, and that each Lecturer in that service should receive a fixed pay of Rs. 300 per mensem. Lecturers, who are generally young men, should qualify for Professorships if they are to rise above Rs. 300; but it should be made a rule that any man of over 25 years' service on appointment to a Professorship should draw the maximum pay at once.

6. The above proposals involve an average additional expenditure of Rs. 19,600 per annum, as shown in Statement C, but it is not intended that any additional expenditure should be incurred now. The proposals, if sanctioned by the Government of India, will be carried out when funds permit. His Excellency in Council, while fully admitting the unsatisfactory position of the members of the Collegiate Branch of the Provincial Service, is of opinion that the improvement of their emoluments cannot be undertaken until the more important question of the amelioration of the condition of the primary school teachers referred to in this Government letter No. 257, dated 10th February 1908, is satisfactorily settled. It is not possible to state at present when funds will be available for improving the pay of the Collegiate Branch in the manner proposed above.

7. With reference to paragraph 3 of the letter under reply, I am to say that there are no appointments in the Provincial Educational Service which should, in the opinion of this Government, be transferred to the Subordinate Educational Service, nor are there any posts in the Indian Educational Service which should be permanently included in the Provincial Service.

8. In regard to paragraph 4 of the letter, I am to invite attention to the correspondence ending with Home Department letter No. 160, dated 13th February 1908, and to request that the Secretary of State may be moved to sanction the proposal made by this Government that the appointment of Personal Assistant to the Director of Public Instruction should be open also to members of the Provincial Educational Service. If this proposal is sanctioned, the member of the Provincial Service who is appointed to the post of Personal Assistant will be entitled, under Article 63 of the Civil Service Regulations, to draw two-thirds of the pay of the appointment (Rs. 500—50—1,000). Concerning the suggestion that the posts of Principals of Colleges might be thrown open to the members of the Provincial Service, the Governor in Council is of opinion that the time has not yet arrived when this can be done with due regard to the interests of the Colleges.

9. In the above remarks the Provincial Educational Service has been dealt with as it now exists; but the present position of the Subordinate Educational Service has given rise to great discontent. His Excellency the Governor in Council is of the opinion that this discontent is largely due to the action of the Government of India in degrading a number of important and useful officers to the status of non-gazetted officers in order to secure uniformity with other provinces. In the correspondence ending with Home Department (Education) letter No. 482, dated 30th July 1903, this Government urged the necessity of including all Head Masters of High Schools and Deputy Educational Inspectors in the Provincial Educational Service, and thus restoring to them the status of gazetted officers which they possessed before the reorganization of the service in 1896. This proposal was negatived by the Government of India, who were moved in their decision largely by the consideration that the course proposed by this Government would result in inequalities in status between the members of the Subordinate Educational Service in different parts of India. The attention of this Government has again been drawn to the fact that these officers are much aggrieved by their having been deprived of a privilege greatly valued and long enjoyed. The arguments of this Government in support of their former proposal

have been fully stated in the correspondence referred to above. His Excellency the Governor in Council refrains from a repetition of them; but he feels compelled to express an earnest hope that the Government of India will now be pleased to reconsider their former decision. The proposals of this Government, then rejected, would now, if approved, remove, without involving increased expenditure, a potent cause of dissatisfaction among officers upon whom the efficiency of Primary and Secondary Education in this Presidency largely depends.

I am to forward herewith a copy of a Minute of dissent recorded by the Honourable Mr, J. W. P. Muir Mackenzie, Second Member of this Government.

*Accompaniments to the Bombay Government Educational Department letter
No. 2054, dated the 12th August 1908.*

STATEMENT A.

No.	Appointment.	Pay.
	<i>General Branch.</i>	Rs.
1	Educational Inspector, Southern Division	700
2	Head Master, High School, Ahmedabad	500
3	Head Master, High School, Belgaum	400
4	Head Master, High School, Surat	400
5	Principal, Training College, Poona	400
6	Principal, Training College, Ahmedabad	400
7	Principal, Training College, Dhárwár	400
8	Principal, Training College, Hyderabad	400
9	Head Assistant to the Director of Public Instruction	250
10	Vice-Principal, Secondary Training College	250-25-500
11	Head Master, Training School, Dhulia	300

STATEMENT B.

	<i>Collegiate Branch.</i>	Rs.
1	Director, Maharaja Takhtasingji Observatory, Poona	700
2	*Professor of Chemistry and Geology, College of Science, Poona... ..	600
3	Professor of Mathematics, Elphinstone College, Bombay	550
4	Professor of Experimental Physics, Elphinstone College, Bombay... ..	450
5	Professor of Sanskrit, Elphinstone College, Bombay	450
6	Professor of Sanskrit, Deccan College	350

* This post is to be transferred to the Indian Educational Service.

STATEMENT B.—*contd.*

No.	Appointment.	Pay.
		Rs.
7	Professor of Persian, Elphinstone College	350
8	Lecturer in Engineering, College of Science	300
9	Lecturer in Mathematics, College of Science	250
10	Lecturer in Biology, Elphinstone College	200
11	Lecturer in Chemistry, Elphinstone College	200
12	Lecturer in Persian, Deccan College	200
13	Lecturer in Science, Deccan College	200
14	Special Instructor for the Normal Class, College of Science, Poona	300

STATEMENT C.

Appointments in the Collegiate Branch of the Provincial Service.	Present pay.	Proposed scale (Average cost).	Increase per mensem.
	Rs.	Rs.	Rs.
Director, Maharaja Takhtasingji Observatory	700	700	...
Professor of Mathematics, Elphinstone College	550	666 $\frac{2}{3}$	116 $\frac{2}{3}$
Professor of Physics, Elphinstone College	450	666 $\frac{2}{3}$	216 $\frac{2}{3}$
Professor of Sanskrit, Elphinstone College	450	666 $\frac{2}{3}$	216 $\frac{2}{3}$
Professor of Sanskrit, Deccan College	350	666 $\frac{2}{3}$	316 $\frac{2}{3}$
Professor of Persian, Elphinstone College	350	666 $\frac{2}{3}$	316 $\frac{2}{3}$
Lecturer in Engineering, College of Science	300	300	...
Lecturer in Mathematics, College of Science	250	300	50
Lecturer in Biology, Elphinstone College	200	300	100
Lecturer in Chemistry, Elphinstone College	200	300	100
Lecturer in Persian, Deccan College	200	300	100
Lecturer in Science, Deccan College	200	300	100
Special Instructor for the Normal Class, College of Science, Poona.	300	300	...
Total increase per mensem ... ..	...	...	1,633 $\frac{1}{3}$
			× 12
Total increase per annum ... ..	...	...	19,600

Minute by the Honourable Mr. J. W. P. Muir Mackenzie, C.S.I.,
dated 23rd June 1908.

In my opinion these proposals are unnecessarily liberal because sufficiently good men could be secured for less remuneration, and open to objection because they make the Provincial Educational Service more attractive than the Provincial Executive Service. The latter consists of 54 Deputy Collectors on pay aggregating Rs. 22,800 or an average of Rs. 422 per mensem. The Collegiate Branch, as proposed, will consist of 13 officers on an aggregate pay of Rs. 6,133 or nearly Rs. 472 per mensem. Difference in average pay Rs. 50 per mensem, *i. e.*, total difference for 13 appointments, Rs. 650 per mensem = Rs. 7,800 per annum. By similar calculation if the General Branch be included, the average pay will be reduced to Rs. 442 per mensem: difference Rs. 20, and for 24 appointments (11 General *plus* 13 Collegiate) Rs. 480 per mensem = Rs. 5,760 per annum.

I think the proposals should be reduced by at least Rs. 5,760 per annum, and should prefer to see the General Branch left as it is, and the Collegiate brought under the requisite reduction. A good deal might be done by making the increments in the professoriates run for ten years at Rs. 25 instead of five years at Rs. 50. There is no obvious reason why a Professor, who need not always rise from a Lecturership, should attain the maximum in five years. In these circumstances there is no apparent justification for making, as regards the Collegiate Branch, such a sudden leap beyond proposals submitted as late as March last.

I am not certain what appointments in the Imperial Educational Service are open to the Provincial Educational Service. But I think the proportion should not be less than in the Executive Service.

As regards the question of making the Deputy Educational Inspectors Gazetted officers, I remain opposed to the grant of a status to Deputy Educational Inspectors superior to that of the *Mámlatdár*, an official of at least equal importance and one whose prestige it is at least equally important to uphold. I have always thought that *Mámlatdárs* ought, like Sub-Judges who begin on the same pay, Rs. 150, to be in the Provincial Service, and if this change can be made I should willingly agree to the proposal as regards the Deputy Educational Inspectors.

Education—No. 3380, dated Calcutta, the 27th July 1908.

From—H. C. STREATFIELD, Esq., I.C.S., Offg. Secretary to the Government of Bengal, General Department,

To—The Secretary to the Government of India, Home Department.

I am directed to acknowledge the receipt of Mr. Fell's letter, No. 4, dated 2nd January 1908, on the subject of conditions of service in the Provincial Educational Service. The Government of India in that letter enquire—

- (1) whether dissatisfaction exists among the members of the Provincial Educational Service in Bengal;
- (2) whether there are reasonable grounds for dissatisfaction;
- (3) what proposals should be adopted for the removal of any dissatisfaction that may exist, and for the improvement of the service;

and express an opinion that the conditions of service should be sufficiently good to attract the best talent of the Indian Universities; and that if they fail to do this, endeavours must be made to improve them.

2. In reply, I am to forward the

Letter from Mr. A. Earle, No. 285T., dated the 15th June 1908, and enclosure.

Letter from Sir Cooroo Dass Banerjee, dated the 24th January 1908.

Letter from Mr. H. J. McIntosh, No. 95C, dated the 4th February 1908.

Letter from Mr. H. C. Woodman, No 4C., dated the 19th February 1908.

Letters from the Hon'ble Babu Deba Prasad Sarbadhikari, dated the 4th and the 9th March 1908, and the 27th April 1908

Letter from the Hon'ble Justice Dr. Asutosh Mukherji, dated the 29th June 1908.

Letter from Babu Chhupendra Nath Basu, dated the 17th June 1908.

existing conditions, sufficiently popular to attract the best talent of the Indian Universities.

3. The most obvious cause for this unpopularity is the inferiority of the Provincial Educational Service to the other Provincial Services as regards rates of pay and the prospects of promotion. It is true that the work is less strenuous than that in other branches of the public service, but this is a consideration which will carry no weight with the best type of officer. Again most members of the Provincial Educational Service get long annual holidays on full pay, and have an opportunity of adding to their emoluments by work as Examiners. The former privilege is, however, accompanied by restrictions in the matter of privilege leave, and the income derived from examination fees in few cases amounts to anything very considerable. Against these advantages must be set off the very limited authority which a position in the Provincial Educational Service confers as compared to one in the Executive or Judicial Branches of the Provincial Civil Service, and the greater prestige which the members of the latter service consequently enjoy. This question of prestige is one of great importance in the eyes of Indian society, and must largely affect recruitment for the various services. It is associated partly with authority, and partly with salary; and as long as the Provincial Educational Service is inferior to other services in both these particulars, it is bound to be less popular with the best class of officer, whatever may be its incidental attractions.

4. It may not be possible so to alter the conditions of service as to confer greater authority on members of the Provincial Educational Service, but there is no difficulty in raising their salaries to the level of that of the other Provincial Services. Mr. Earle, in paragraph 13 of his report, has worked out the changes which will be necessary to place the Provincial Educational Service on the same footing as regards salary and grading as the Executive Branch of the Provincial Civil Service. The cost of these proposals comes to Rs. 66,600 a year. This is not a large sum, and there is no reason to doubt that the proposed change

Class.	Rs.	
I	800	2
II	700	2
III	600	5
IV	500	17
V	400	25
VI	300	26
VII	250	15
VIII	200	13
Total	...	105

would go far to remove the dissatisfaction and sense of inferiority which at present pervades the service, and acts as a bar to the recruitment of the best type of officer. Sir Andrew Fraser desires, therefore, strongly to recommend that these proposals should be accepted, and that the improved grading of the service, as noted on the margin, should be sanctioned with the least possible delay.

5. There can, however, be no doubt that the main cause of the unpopularity of the Provincial Educational Service is the fact that the barrier between it and the Indian Educational Service is practically an impassable one; and that the distinction between the two services is in practice essentially one of race. It is true that the Secretary of State reserves to himself the power of appointing Indians to the Indian Educational Service, but that power has only been exercised once of recent years. It is also true that the Indian Educational Service is not in theory superior to the Provincial Educational Service. It is, however, inevitable that it should be so regarded, and in practice all the most important and

responsible posts are reserved for its members. For this the Lieutenant-Governor is unable to find any justification whatever. If Indian officers of the Provincial Services can hold with credit and success the position of District Judge and District Magistrate, there is no conceivable reason why they should fail in the higher appointments of the Educational Service. It may be argued that officers of the Provincial Service holding appointments usually reserved for the Indian Civil Service do not enter that Service or draw the full pay of the appointments; but to this there is an obvious reply that the pay of Educational appointments is on a very much lower scale, and further that while Indians can compete in England for the Indian Civil Service, they are, by the conditions of recruitment, debarred from appointment in England to the Indian Educational Service, even though they may have English University qualifications.

6. Sir Andrew Fraser strongly recommends, therefore, that a certain proportion of vacancies in the Indian Educational Service should be filled by promotion from the Provincial Educational Service. What that proportion should be it is not easy to say, especially as it is likely that the Indian Educational Service will shortly be re-organized, but in His Honour's opinion it could quite safely be placed at one in six as a minimum. Over and above this, it should be open to the Local Government to appoint a member of the Provincial Service to any appointment usually reserved for the Indian Educational Service, for which he might appear to be peculiarly well qualified. There are at the present moment several officers in the Provincial Educational Service, whose promotion to the Indian Educational Service would be entirely to the benefit of the public service, and will be recommended if the above views are accepted by the Government of India. His Honour is convinced that this proposal would do more than any other reform to add to the position and popularity of the Provincial Educational Service, that it would be welcomed by the Indian public as a most valuable concession, and that it could be carried out without any loss of efficiency. If this view is accepted, it becomes unnecessary to consider the question of associating certain important appointments with the Provincial Educational Service, a proceeding which His Honour would deprecate as tending to lower the status of the appointments without adding appreciably to the popularity of the service.

7. Another grievance of the service, which has been very generally noticed, is the delay in promotion caused by the direct appointment of officers to higher grades. This procedure is undoubtedly open to grave objection, but has hitherto been in many cases unavoidable, in view of the necessity of recruiting qualified officers, and the great difficulty of inducing them to enter the service in the lowest grades. If, however, the conditions of the service are improved, as now proposed, this difficulty should disappear, and the appointment of an officer in any but the lowest grade should become as exceptional in the Provincial Educational Service as it is in the other services.

8. The Lieutenant-Governor does not think any important advantage would be gained by the transfer of appointments from the Provincial Educational Service to the Subordinate Educational Service. The number of appointments which it would be possible so to transfer is not considerable.

9. In conclusion, I am to say that this question of the reform of the Provincial Educational Service is one to which Sir Andrew Fraser attaches the very greatest importance. The action of Government in the matter is eagerly awaited by the public generally, and especially by those interested in the progress of education. His Honour earnestly hopes therefore that the orders of the Government of India on the subject will be issued at the earliest possible date.

No. 285-T.-Confdl., dated Darjeeling the 15th June 1908.

From—A. EARLE, Esq., I.C.S., on special duty,

To—The Secretary to the Government of Bengal, General Department.

With reference to Mr Milne's letter No. 664, dated the 24th January 1908, I have the honour to submit the following report in regard to the questions raised in confidential letter No. 4, dated the 2nd January 1908, from the Government

of India, Home Department, regarding the pay and prospects of members of the Provincial Educational Service. Copies of the replies submitted by officers consulted by me as Director are herewith forwarded for the information of Government.

2. The Government of India observe that it has been represented to them that there is a feeling of dissatisfaction among the members of the Provincial Educational Service; that the pay and prospects of its members are inferior to those of members of other provincial services; and that it fails to attract as good men as are forthcoming for the corresponding services in other branches of the administration. The Government of India state that they are not convinced that there are good grounds for thinking that this alleged feeling of dissatisfaction exists in every province. As, however, it is of the highest importance that the personnel of the service referred to should be in no respect inferior to that of the other provincial services, they enquire—

- (1) whether dissatisfaction exists among the members of the Provincial Educational Service in Benaal;
- (2) whether there appear to be good and reasonable grounds for that dissatisfaction; and
- (3) how the dissatisfaction, if it exists, can be removed and how the service can be improved.

The Government of India also make certain suggestions for the improvement of the service, in case an amelioration of its conditions appears to be called for.

3. I have long been aware that grave dissatisfaction exists among members of the Provincial Educational Service. I, therefore, welcome this opportunity of being able to state my views on this important question. The replies, which have been submitted, leave no manner of room for doubt that I have accurately gauged the feeling on the subject. The service, no doubt, requires improvement in some at least of the ways suggested by the Government of India. The most serious cause of dissatisfaction has not, however, been mentioned by that Government, nor has what I consider to be the most important reform been suggested by them. I refer to the fact that the Indian Educational Service is practically a closed service to Indians, and that no proposal is made in the letter of the Government of India to rectify this grievance.

4. Before 1895 there was a superior service and a subordinate service. Up to 1881 all the members of the superior service, whether Europeans or Indians, drew the same pay. After that year the Indian officers in the superior service drew two-third of the pay drawn by European officers. Then, in the reorganisation of 1896, the Indian Educational Service was created, to which practically none except Europeans are appointed, and the Provincial Educational Service, to which Indians only are now appointed. It is true that the Secretary of State reserves to himself the right to appoint Indians to the Indian Educational Service: but this is seldom done in this province at any rate; the appointment of Mr. Hari Nath De having been the only exception since the service was reorganised in 1896. This is the chief cause of dissatisfaction, and I think that it is a very reasonable one. However well-qualified an Indian may be, he practically has no chance of promotion. On the other hand, after years of good work he finds himself subordinated to young European officers of possibly no better qualifications. I am of opinion that officers of the Provincial Educational Service of proved merit should be able to look forward to promotion to the Indian Educational Service. I also think that, as heretofore, the Secretary of State should reserve to himself the right to appoint Indians direct to the Indian Educational Service. In the Provincial Civil Service a certain number of selected men are promoted to posts usually held by members of the Indian Civil Service; and the fact that there is no corresponding avenue of promotion open to men of the Provincial Educational Service is felt as a real grievance.

5. I have said above that an officer of the Provincial Educational Service may, after years of good work, find himself subordinated to a newly recruited officer of the Indian Educational Service. In theory men recruited to the two

services referred to are equal in point of attainment and rank, and the services differ only as regards the locality of recruitment and the scale of pay. This is distinctly stated in paragraph 9 of the Secretary of State's Despatch No. 1 Public (Education), dated the 6th January 1905. In fact, officers of the Provincial Educational Service are subordinate to those of the Indian Educational Service. The Warrant of Precedence for India decides the point, members of the Indian Educational Service only being assigned rank therein. Pay has an important bearing upon position, but the Warrant of Precedence is decisive. It is clear, therefore, that whatever may have been the intention, the Provincial Educational Service is correctly regarded as an inferior service. The grievance lies, however, not in the fact that it is a subordinate service, but in the fact that promotion is not allowed from it to the superior service.

6. The question will be asked how the promotion of men of the Provincial Educational Service to the Indian Educational Service is to be given effect to, and on what terms such promotions should be made. The simplest method, to start with, would appear to be to appropriate a certain number of appointments in the Indian Educational Service, which have recently been asked for in connexion with various schemes, and to appoint to them officers of the Provincial Educational Service of proved merit. In this way promotion could at the present time be given to about six officers of the Provincial Educational Service. After that, promotions might be given in the usual way on the occurrence of vacancies in the Indian Educational Service. I fully recognise that, for many years to come at any rate, the Indian Educational Service will have to be recruited mainly with European officers. The question arises what proportion of European to Indian officers should be maintained in the service. I do not think that it is necessary to fix a rigid limit, but roughly speaking, it would, I consider, be sufficient if a promotion of about five to one were maintained for the present.

7. I have now to discuss the terms upon which promotions from the Provincial Educational Service to the Indian Educational Service should be given. It is clear that the prospects of men already in the Indian Educational Service cannot be interfered with. All promotions to that service must, therefore, be made at the bottom of the list. The question of the rate of pay to be given to the men promoted is not so easy a one to solve. The rate of pay given in the case of Provincial Civil Service men promoted to posts usually held by members of the Indian Civil Service is, roughly speaking, two-thirds of the pay of the post concerned. This system will obviously not suit the case under consideration, not only because pay in the Indian Educational Service is not attached to appointments, but also because the general rate of pay is, comparatively speaking, low. I recommend, therefore, that officers promoted from the Provincial Educational Service should be given their own pay at the time of promotion, and thenceforward be allowed the usual annual increments of Rs. 50 a month until they attain the Rs. 1,000 limit. After that, they should be eligible for the special allowance of Rs. 100 a month on completion of 5 years' service with effect from the date of their reaching the Rs. 1,000 limit. In this connexion I may explain that officers appointed to the Indian Educational Service have, under existing orders, to remain on a salary of Rs. 1,000 a month for 5 years before they are eligible for the special allowance of Rs. 100 a month.

8. The above proposals constitute, in my opinion, the only satisfactory method of dealing with the matter. The pay of the Indian Educational Service is not sufficiently high to justify a lower scale being applied to men promoted from the Provincial Educational Service. Nor will, in fact, the rates proposed be at all excessive, because officers of the Provincial Educational Service will not be promoted except after some years of service, and will, therefore, seldom be eligible for the personal allowances. Those allowances should, however, be open to them just as to other members of the Indian Educational Service.

9. The incidental advantages of allowing promotion from the Provincial Educational Service to the Indian Educational Service to deserving officers would be very great. It is, in my opinion, undesirable to keep well-qualified Indians out of posts such as those of principalships of colleges; and this has

not been the practice in this province, were 5 of the 7 principalships are already held by officers of the Provincial Educational Service. The result, however, of putting these colleges in charge of officers of this service has been to lower the colleges considerably in public esteem. Lately, therefore, in my letter No. 661-T., dated the 19th June 1907, I made proposals for raising the status of three of the five colleges in question, by placing them in charge of members of the Indian Educational Service. It was not that I thought that Indians should not be principals of colleges, but that I was strongly of opinion that the institutions in question should be in charge of men belonging to the higher service. The same argument applies in the case of other posts of importance, such as inspectorships and professorships. Provision having been made for promotion from the Provincial Educational Service to the Indian Educational Service, the reluctance which has hitherto been shown towards making additional appointments in the Indian Educational Service for important educational posts would cease, much to the advantage of educational institutions generally.

10. I have one word further to say on this subject, and that is as regards the plea put forward by Dr. P. C. Ray and Mr. N. N. Ghose, that the present mode of recruitment to the Indian Educational Service is unsound, and that instead of a comparatively large number of European officers, a strictly limited number of specially selected men should be recruited. It is not necessary for me to make any comment on what they say beyond observing that I concur with the view that the European educational officers should form a *corps d'elite*. This has, in fact, always been the ideal to be worked up to. It would, however, be easier to attain the ideal if, as proposed by me, the Indian Educational Service is thrown open to the best Indian talent, because in that case there would be less difficulty in filling up in a suitable manner the smaller number of posts to be held by European officers.

11. The next matter to be considered is the improvement of the conditions of the Provincial Educational Service itself. It is true that members of that service, who are engaged in teaching, enjoy comparatively long holidays on full pay and are often able to add to their income by undertaking examination work. It must be remembered, however, as regards the first point, that teachers who enjoy vacations are not allowed privilege leave on full pay. It must also be borne in mind that examination work seldom brings in to men of this class more than Rs. 300 to Rs. 500 a year, and that the labour by which this money is earned is of a very trying nature. In this connexion also it is desirable to point out that the new University regulations, by setting up new ideals, will considerably increase the work of principals and professors of colleges. It must also be remembered that officers of the Provincial Educational Service are held in considerably less social esteem than officers of the Provincial Civil Service. This counts for much; and the fact remains that, generally speaking, the best graduates, who do not go to the bar, seek employment in the latter service.

12. The slow rate of promotion, which at present obtains in the Provincial Educational Service, is a source of legitimate grievance. The statement given below shows the differences in the grading of the Executive Branch of the Provincial Civil Service and the Provincial Educational Service :—

Class,	EXECUTIVE BRANCH OF THE PROVINCIAL CIVIL SERVICE.			PROVINCIAL EDUCATIONAL SERVICE.		
	Value.	No. of posts.	Percentage.	Value.	No. of posts.	Percentage.
I	Rs. 800	6	1.7	Rs. 700	4	3.8
II	700	8	2.3	600	6	5.7
III	600	18	5.0	500	6	5.7
IV	500	57	16.2	400	8	7.6
V	400	84	23.8	350	11	10.4
VI	300	87	24.6	300	16	15.3
VII	250	50	14.2	250	21	20.0
VIII	200	43	12.2	200	33	31.5
	...	353	100	...	105	100

The dissimilarity is striking, and it is not surprising that officers of the Provincial Educational Service are discontented.

13. It is essential, in my opinion, in order to put the service on a satisfactory footing, that the maximum pay should be raised from Rs. 700 to Rs. 800, as in the Executive Branch of the Provincial Civil Service, and that the grading should be modified by reducing the number of posts in the lower grades and increasing the number in the higher grades. In fact, the best plan would seem to be to adopt the scale obtaining in the Executive Branch of the Provincial Civil Service, abolishing the Rs. 350 grade. In that case the service, with the present number of appointments, would stand as follows :—

					Rs.	
Class	I	...	...	...	(800)	2
"	II	...	...	...	(700)	2
"	III	...	...	...	(600)	5
"	IV	...	...	...	(500)	17
"	V	...	...	...	(400)	25
"	VI	...	...	...	(300)	26
"	VII	...	...	...	(250)	15
"	VIII	...	...	...	(200)	13
						<hr/>
Total					...	105
						<hr/>

The additional cost of these proposals would be Rs. 66,600 a year.

14. I do not approve of the suggestion made by the Government of India that appointments of which the character and importance differ from those usually performed by members of the Provincial Educational Service should be transferred to the Subordinate Educational Service. Experience has shown that all the posts which are at present included in the Provincial Educational Service are of sufficient importance to warrant their inclusion in that service. To transfer them to the Subordinate Educational Service would be to lower the status of the officers holding them, and hence the public esteem in which the educational institution or work to which such officers are attached is held. In fact, the mistake to which I have already drawn attention, *viz.*, that of placing colleges in charge of officers of the Provincial Educational Service, would be repeated on a lower plane. For a similar reason I deprecate any transfer of posts at present held by officers of the Indian Educational Service to the Provincial Educational Service. I have already expressed my opinion that all colleges should be in charge of officers of the higher service, and this will be practicable if my proposal as regards the admission of the best Indian talent to the Indian Educational Service is adopted. Similarly, the post of Assistant Director of Public Instruction should most certainly, in my opinion, be retained in the Indian Educational Service. It is a most important post and should not be held by an officer of the lower service. The best opinion, I may add, is against the proposed transfer of appointments from the Indian Educational Service to the Provincial Educational Service and from the latter to the Subordinate Educational Service, respectively.

15. The last question raised by the Government of India, *viz.*, whether allowances should be given to officers of the Provincial Educational Service while holding principalships of colleges or the post of Assistant Director of Public Instruction, need not, if my views are accepted, be considered. I assume that principalships will in the future be held by officers of the Indian Educational Service. The Assistant Director of Public Instruction, Bengal, I may mention, already draws a local allowance of Rs. 200 a month.

16. Mr. K uchler, whom I have consulted, concurs with the recommendations which I have made in this letter.

Dated Calcutta, the 11th February 1908.

From—CHANDRA BHUSAN BHADURI, Esq., Demonstrator in Chemistry, Presidency College,

To—The Director of Public Instruction, Bengal.

With reference to your letter No. 23-C., dated Calcutta, the 25th January 1908, I beg to state that with regard to the question of pay and prospects of an Indian graduate generally, I am forced to admit that there exists a strong feeling of discontent among the members of the Provincial Service, specially among the new recruits. This arises from the fact that they are usually appointed to commence with either in the Subordinate Service or outside it at a pay less than Rs. 100, and as far as chemists are concerned, invariably at much less than that. After struggling on for about five years or more, only the most fortunate among them can expect to enter into the Provincial Service. So slow is the flow of promotion in this service, that those who succeed in entering directly can hardly expect to retire at Rs. 400, and there are many deserving men who have to retire at even less than that. As far as the Science Department of this service is concerned, until very recently I know of no instance in which sufficient scope has been given to an assistant to improve his position intellectually and thus make himself eligible for a professorship, and the mere fact of his having been appointed as an assistant has often been looked upon as rendering him ineligible for the post of a professor and preference has been given to a young graduate fresh from the college and without any special qualification except that he may happen to have a higher University degree. This pernicious system of direct recruiting into the Provincial Service has often been the cause of keeping away really promising and intelligent graduates who might otherwise have accepted service as a demonstrator or even as an assistant, if only they knew they have a prospect of improving their status in future. This distinction of one's merely being an assistant and a local graduate and thus debarred from being a professor or being put in charge of a particular department in an institution, has of late been recommended in an official report (*vide* Mr. V. H. Jackson's report on science teaching in the Presidency College). If this recommendation be accepted by the Government, I am sure the difficulty of recruiting will still further be accentuated. For the removal of this dissatisfaction and for the improvement of the service I should suggest that the posts of science teachers and professors may be separated from the rest of the educational service, so that their promotion may be judged independently according to their qualification, and that in awarding promotion to the officers of this department the amount of work done by way of original research, contribution to papers and learned societies, etc., be specially taken into consideration in addition to their other claims as successful teachers. If the method as suggested by me above be adopted, I fully believe the prestige of the service will be enhanced, and only the best intellects—those who have a real liking for their subjects—will be recruited. Both the Government and the country will thus be equally benefited by their services.

The proposal of the Government of India that a certain number of appointments from the Indian Educational Service be transferred to the Provincial Service to increase the number of higher pay appointments in the latter will, I am sorry to say, not materially improve the prospects of Indian graduates of Indian Universities. It will, I am afraid, on the other hand increase the number of European recruits, with or without any University degree and without much experience, directly into some of the higher pay appointments. The table annexed herewith will, I hope, bear me out :—

		Europeans.	Indians with European education.	Local graduates.
First grade	...	2	2	...
Second "	...	1	3	2
Third "	...	1	1	5
Fourth "	...	1	3	5
Total	...	5	9	12

From the above it will be seen that out of 26 appointments in the first four grades of the Provincial Service, even as it is, only 12 are held by Indian graduates, and out of 10 appointments in the first two grades, only 2 are held by the latter. This feeling of discontent is further increased when they are reminded that they are absolutely debarred from ever entering into the Indian Service, however much they may qualify themselves for such appointments. There is no other department of public service where this artificial disqualification is so prominently noticeable; and when they are reminded of it before entering into service they quite naturally take to other professions or other branches of public service where they know they are placed on the same footing with Europeans. It may be admitted as true that graduates of Indian Universities generally do not get the same amount of training as those of the European Universities to start with, but this is no reason why they should be permanently debarred from holding appointments in the Indian Educational Service even when in course of time they fully qualify themselves for such appointments. Once this artificial barrier is removed, the Educational Service will be equally popular with other branches of public service. As far as I can judge, it will act as a better remedy in removing discontent than the one suggested by the Government of India.

From—N. C. MITRA, Esq., Professor, Patna College.

To—The Director of Public Instruction, Bengal.

With reference to your letter No. 22-C., dated the 25th January 1908, and marked as confidential, in which you have been pleased to ask my opinion as to the various points raised in the Government of India's letter to the Government of Bengal, dated the 2nd January 1908, on the subject of the improvement of the pay and prospects of the Provincial Educational Service, I have the honour to submit the following few observations which occur to me at present:—

1. I think it is admitted on all hands that the members of the Provincial Educational Service are not altogether contented with their present lot. To my mind, the simple reason for the existing dissatisfaction is that their pay and prospects are very far from being on a par with those of the members of the other Provincial Services, and more particularly of the Provincial, Judicial and Executive Services. I may as well begin by pointing out that a great majority of the members of the two latter services cannot by any manner of means be regarded as being superior to the members of the Provincial Educational Service in respect of University and other qualifications. In point of fact, the most distinguished graduates of Indian Universities would always prefer the Provincial Educational to the other Provincial Services, provided their pay and prospects were brought in line with those of the members of the other Provincial Services. As things exist at present, some of the brightest jewels of Indian Universities, not to speak of distinguished graduates of English Universities, are to be found in the ranks of the Provincial Educational Service. It is but natural, therefore, that they cannot be satisfied with their lot, when they compare it with that of the members of the Provincial, Executive and Judicial Services. As I will proceed to show by and by, there are, in my humble opinion, good and reasonable grounds for the dissatisfaction which is to be found among the members of the Provincial Educational Service.

2. To utilize, therefore, 'the best talent of the Indian Universities,' to quote the language of the Government of India's letter referred to above, the best thing that could be done would be to increase the initial pay to Rs. 250 a month; and which, I take it, is in the contemplation of the Government of India, for they are of opinion that "it is probable that the higher initial pay would attract a better stamp of recruit." This is a practical suggestion, and, I am inclined to think that the increase of the initial pay would certainly go to a great way towards making the Provincial Educational Service much more attractive than it is at

present. In my opinion, there is another reason which makes it desirable that the initial pay should be Rs. 250 a month. For, in other departments of the Government service, it is found that where the lower service ends, the higher one begins. As, for example, in the case of the lower branch of the Executive Service, the maximum pay of Sub-Deputy Magistrates is Rs. 200 a month and Deputy Magistrates begin on Rs. 200. The maximum pay of the Subordinate Educational Service is Rs. 250 a month. The Provincial Educational Service should, therefore, begin where the Subordinate Educational Service ends, that is to say, with Rs. 250 as the lowest grade.

3. It is also highly desirable that the maximum pay of the Provincial Educational Service should be raised, with a view to attract to this service some of the best products of Indian Universities. I need hardly say that henceforward we must have the most competent men to man our colleges, so that we may be in a position to give full effect to the recommendations of the Universities Commission. It would be a truism to repeat that College Professors, University Readers and Lecturers must all be men of a really superior stamp of merit; or it would be idle to expect that much good will come out of the elaborate University reform scheme, which, thanks to the labours of a band of distinguished educationists, is already an accomplished fact. I am of opinion that the maximum pay of the Provincial Educational Service should be at least two-thirds of that of the Indian Educational Service. At any rate, it should not, on any account, be less than the maximum pay of the Provincial, Executive and Judicial Services, to make its status exactly equal to that of the other branches of the Provincial Service. Now, regard being had to the fact that the maximum pay of the Provincial Judicial Service is Rs. 1,000 a month, and that of the Provincial Executive Service is Rs. 800 a month, the maximum pay of the Provincial Educational Service should not be less than Rs. 800 a month. I fix my limit at Rs. 800 because it is in contemplation to throw open a few posts of the Indian Educational Service to the members of the Provincial Educational Service. Not to cite many instances, it would be too much to expect men like Dr. P. C. Roy, the eminent chemist, to rest contented with Rs. 800 a month, when they find that men of average merit get into the one thousand or eight hundred grade in the Provincial Judicial and Executive Services, respectively. I may point out one thing in this connection, namely, that according to existing rules, the members of the Provincial Judicial and Executive Services are eligible as District Judges and District Magistrates, one-sixth of the total number of Judgeships and Magistrateships being reserved for them. They have, besides, chances of being appointed as Small Cause Court Judges (in the case of Provincial Judicial Officers) and as Collector of Calcutta, Inspector General of Registration, Secretary to the Board of Revenue (in the case of Provincial Executive Officers). After all that have been said, it is needless to emphasize that there are substantial grounds of dissatisfaction among the members of the Provincial Educational Service.

4. Now I propose to consider some of the other specific proposals made by the Government of India. I quite agree with the Government of India when they say:—"The grading of the Provincial Educational Service requires examination with the object of ascertaining whether there are enough appointments in the higher grades to secure a reasonable flow of promotion." This is what seems to me to be necessary, above all things. For it is this tardy promotion which is accountable for half the dissatisfaction that prevails. The number of appointments in the higher grades should be increased so as to ensure promotion on the lines of that of the Provincial Judicial and Executive officers. These latter get a promotion every four years on an average. Provincial Educational officers sometimes require double the time to get promoted to the next higher grade. How far the re-grading of the service,—the number of appointments in the higher grades being increased,—will remove this evil, is difficult to foresee. One thing is certain, however, that such re-grading is the only solution of this difficulty. I may be permitted, in this connection, to put forward an humble suggestion, which, if given effect to, will remove the difficulty once for all and give every satisfaction to those concerned. As in the Indian Educational Service, every member

of that service reaches the one thousand grade in ten years by an annual increment of Rs. 50, beginning on Rs. 500

The Provincial Service should, if possible, be reorganised on the lines of the Indian Service. Progressive pay would solve the difficulty once for all.

a month, so in the case of the Provincial Service, it may be so reconstructed as to make it possible for every one of its members to reach the five hundred grade in as many (ten) years, beginning on Rs. 250 a month. After that limit has been reached, promotion will come according to the vacancies in the higher grades, and in some cases, if it is deemed proper, according to special circumstances. This plan will effectually check the evil. Another thing which stands in the way of reasonable promotion in the Provincial Educational Service is that outsiders

The Provincial Service should, if possible, be set apart for the best talent of the Indian Universities and Indian graduates of English Universities.

are sometimes put at once into the higher grades, very much to the disadvantage of those already in the service. The Provincial Educational Service should, if possible, be set apart for the best talent of the Indian Universities and Indian graduates of English Universities.

5. As for the proposal of the Government of India that the attractiveness of the service might be enhanced by improving 'the general level,' which could be best 'effected by transferring to the Subordinate Service appointments of which the duties differ both in character and importance from those usually performed by the members of the Provincial Service,' it has my entire approval. There is no denying the fact that an anomaly of this sort does really exist. What I mean is, that there are men in the Provincial Service

Some members of the Provincial Service should be transferred to the Subordinate Service and vice versa.

whose place ought, really speaking, to be in the Subordinate Service, and *vice versa*. There are a good many distinguished graduates in the Subordinate Service, who, by their high educational qualifications and superior teaching capacity, ought, by all means, to be promoted to the Provincial Service. The case of Babu Hari Lal Chaudhury of the Patna College may be cited as an example of this.

6. As for the consideration urged by the Government of India, that Educational officers 'enjoy comparatively long holidays on full pay and are often able to add to their incomes by undertaking examination work,' I beg leave to point

Long vacations and examination remuneration should form no bar to the raising of the maximum and the minimum pay.

out that their duties being of a nature which require a greater amount of intellectual strain, they require more rest than any other class of officers, whose duties are more or less in the nature of routine work. Besides, such vacations are absolutely necessary for educational officers to enable them to devote their time to original research in various departments of knowledge,—a thing which, according to the report of the Universities Commission, is of paramount importance in the case of those to whom is entrusted the intellectual advancement of our young men. The contention that educational officers are often able to add to their incomes by undertaking examination work, does not appear to me to be altogether convincing. In the first place, not that all of them have such an opportunity. Moreover, the remuneration they get is very scanty, being Rs. 500 or thereabouts a year, for which they have to work very hard for five weeks or so at a stretch. Thus neither the one nor the other consideration should, in my humble opinion, prove a bar to the raising of the maximum as well as the minimum pay of the service, as also to the improving of its status all round.

7. From all that has been urged above, I presume to think that I have made it clear that the Provincial Educational Service is generally unpopular and that its members are not contented with their present prospects. Nothing, in my humble opinion, is more desirable than that the *personnel* of the service should be improved and brought in line with that of the other Provincial Services, and to this end, necessary steps, such as those I have set forth above, should be adopted.

Dated Calcutta, the 30th January 1908.

From—H. M. PERCIVAL, Esq., Professor, Presidency College,

To—The Director of Public Instruction, Bengal.

In reply to your letter of 25th instant received yesterday, I beg to state

that with regard to the existence of dissatisfaction in the Provincial Educational Service staff, I have not spoken with people on the subject.

With regard to paragraph 2 of the Government of India's letter No. 4, of 2nd instant, I do not know the conditions of service in the different Provincial Services well enough to be able to give an opinion on the point. I approve of the transfer proposed in the first of the paragraphs numbered 3. I approve also of the transfer proposed in the second of these paragraphs, if the transfer does not require a reduction in the number of the Indian Educational Service.

With regard to paragraph 4, I am not sure that I understand the first sentence aright, as far as it applies to Bengal. It seems to me that both rule and practice are to reserve three Principalships of Arts Colleges for Europeans and to throw open the rest of the Principalships to Indians—which practically means to the Provincial Service. If all these are in future thrown open to both services without reservation for either, it might have the effect of narrowing the field in reality for the Provincial Service.

I know no reason why the Assistant to the Director should not be appointed from the Provincial Service if considered fit.

Dated Calcutta, the 29th January 1908.

From—The HON'BLE MR. F. A. SLACKE, C.S.I., I.C.S.,

To—The Director of Public Instruction, Bengal.

With reference to your letter No. 10-C., dated the 25th instant, forwarding for my opinion a copy of the Government of India's letter No. 4, dated the 2nd idem, regarding the Provincial Educational Service, I am to reply as follows :—

2. I have reason to think that there is a feeling of dissatisfaction among the members of the Provincial Educational Service with reference to their prospects, and I doubt whether the present conditions of service are such as to attract the best talent of the Indian Universities.

3. The proposals made in paragraph (3) of the Government of India's letter would, if carried out, tend to some extent to lessen this feeling if at the same time the maximum pay of the service were made the same as in the Provincial Judicial Service, and I imagine that much improvement would result if a number of posts now reserved for the members of the Imperial Educational Service were made available to selected members of the Provincial Service.

Dated Berhampore, the 16th March 1908.

From—REV. E. M. WHEELER, Principal, Krishnath College, Berhampore,

To—The Director of Public Instruction, Bengal.

In reply to your letter of the 25th January 1908, forwarding a copy of letter No. 4, dated the 2nd January 1908, from the Government of India, in regard to the Provincial Educational Service, I have the honour to make the following observations :—

1. There can be no doubt that a widespread feeling of dissatisfaction exists among the members of the Provincial Educational Service in Bengal.

The causes of this feeling relate to the pay and prospects of members of the Service. These are not on the same footing as those in other Provincial Services.

2. The fact that the maximum pay (Rs. 700) is less than that of other Services is noticed in the letter of the Government of India. If the Education Service is "to attract the best talent" of our University, it should at least be equalised with other Provincial Services in point of pay.

3. But a further point is the slowness of promotions in the Education Service. It takes at present nearly seven years (if not more) for an officer to rise from the 8th to the 7th grade. This compares very unfavourably with the average of, say, 2½ years in other Provincial Services. And the same drawback exists as

regards promotions in the higher grades. The defect lies in the grading which, in the case of the Education Service, has been constructed on a principle different to that which holds in other Services as will be seen from the following table:—

	1st grade.	2nd grade.	3rd grade.	4th grade.	5th grade.	6th grade.	7th grade.	8th grade.
Executive ...	6	8	18	57	84	87	50	43
Judicial ...	93	89	85	45	...	...	...	...
Education ...	4	7	8	11	13	18	26	39

It will be observed that the 1st grade of Munsifs corresponds to the 5th or 4th in the other Services. The principle followed in the two former branches of service is, generally speaking, to increase the number of appointments as the grading rises up to the 5th grade. In the Education Service this principle is reversed. The result is the slowness of promotion noted above.

4. The pay in the 4th grade of the Education Service is Rs. 400, which corresponds with that of the 1st grade of Munsifs and 5th grade of Deputy Magistrates. Now it takes about 11 years for an officer in the first two Services to rise from the lowest grade to the 400-rupee grade. An officer in the Education Service needs a much longer time for the accomplishment of a similar feat. It is difficult to give exact figures owing to the reorganisation of the Service in 1896, but some idea may be obtained from the fact that one or two members of the Service who were appointed to the 8th grade in 1896 are still lingering in that grade. I suggest therefore that the Service be regraded somewhat as follows:—

Grade ...	8th	7th	6th	5th	4th	3rd	2nd	1st
Appointments ...	15	20	24	24	24	8	7	4

The extra cost of such a regrading would be Rs. 54,600 per annum.

5. The attraction of "comparatively long holidays on full pay" is hardly of much force when counterbalanced by slower promotions and lower pay than is to be obtained in other Services. Most men would prefer shorter holidays, higher pay and quicker promotions.

6. I am hardly able to offer an opinion upon the suggestions contained in paragraph 3 of the Government letter. But the following appointments might possibly be transferred with propriety to the Subordinate Education Service:—(1) Superintendent, Apprentices' Department, Sibpur; (2) Superintendent, Alipore Reformatory; (3) Translatorships to Government; (4) Senior Commercial Mastership; (5) post of Librarian, Bengal Library.

7. I entirely agree with the suggestions thrown out in paragraph 4 of the Government letter, and further consider that a special allowance should go with such appointments. This would tend still further to place the Education Service on a level with the other Services in which Deputy Magistrates rise to acting appointments on higher pay than that of their grade, while Munsifs can rise to be Subordinate Judges with salaries of Rs. 1,000 a month.

8. I am also of opinion that officers of proved and distinguished merit should be promoted to a suitable class in the Indian Education Service to a greater extent than has prevailed hitherto. It should, I suggest, be the rule rather than the exception for such promotions to be made in such cases as I have described. There are at present in the list of members of the Provincial Service at least three names which, in the opinion of most educationists, might suitably be transferred to the lists of the higher Service.

Dated Calcutta, the 15th February 1908.

From—S. C. MAHALANOBIS, Esq., B.Sc. (Edin.), F.R.S.E., Professor, Presidency College,

To—The Director of Public Instruction, Bengal.

In reference to your letter No. 19-C., dated the 25th January 1908, forwarding a copy of letter No. 4, dated the 2nd January 1908, from the Government of India, I have the honour to submit the accompanying note on the Provincial Educational Service.

NOTE ON THE PROVINCIAL EDUCATIONAL SERVICE.

A.—PRESENT CONDITION.

1. It cannot be denied that there is considerable feeling of dissatisfaction among the members of the Provincial Educational Service. The service is generally not attractive, and what is more, this unpopularity seems steadily to be on the increase. This is proved not merely by the feeling existing among the present members of the service, but more convincingly by the manner in which our best graduates shun the Educational Department to swell the rank and file of the legal profession, or scramble for appointments in the Executive or Judicial Service.

2. Among the grounds for this dissatisfaction the following may be mentioned:—

- (a) The maximum pay of the Provincial Educational Service is only Rs. 700, whereas in the Executive Service it is Rs. 800, and in the Judicial Service it is Rs. 1,000.
- (b) In other provincial services, promotions (specially at the lower grades) are far more rapid than in the Educational Service. An officer in the Provincial Civil Service gets a lift from Rs. 200 to Rs. 250 in a year or two, and another lift from Rs. 250 to Rs. 300 in two or three years more. Thus a Deputy Magistrate often reaches a grade drawing a pay of Rs. 400 per month, in the course of nine or ten years; whereas a member of the Provincial Educational Service has, in the usual course, to wait double that time before he can expect to have the same position.
- (c) The members of the Provincial Educational Service, however competent they may be, are no longer promoted to the rank of the officers of the Indian Educational Service; a distinction which sets up an impassable barrier between the two divisions of the same department is bound to be prejudicial to the interest of the service. This distinction without difference seems particularly untenable in the case of those members of the Provincial Educational Service who are graduates of British Universities and are in every way qualified for the higher service. A few posts in the higher Civil Service are kept open to Indians, and a similar privilege is extended to the Judicial branch, where some members of the Provincial Service are chosen to act as District and Sessions Judges.

3. It is true that some of the members of the Educational Service get a chance of adding to their incomes by undertaking examination work. Such appointments are very few in number, and considering the nature of the work, the remuneration thus earned is very meagre (hardly exceeding, on an average, Rs. 300 per annum). The settlement allowance that a large number of Deputy Magistrates enjoy, compares very favourably with this remuneration offered to examiners.

B.—SUGGESTIONS FOR IMPROVEMENTS.

1. The impassable barrier between the Indian Educational Service and the Provincial one should be removed, and deserving members of the latter service, who have, by their teaching experience and academic qualifications, proved themselves worthy of the recognition should be promoted to the upper service. This will not only better the prospects of the officers concerned, but shall very decidedly improve the tone of the whole service.

2. The maximum pay of the Provincial Educational Service should be increased.

3. There should be a larger number of appointments in the higher grades of the Provincial Service, so as to secure more rapid promotions.

4. The question of providing residential quarters to Professors may be favourably considered. Leaving aside the various academic advantages that will attend such a provision, it is evident that it will considerably lighten the pecuniary burden of educational officers.

S. C. MAHALANOBIS,
Professor, Presidency College.

CALCUTTA ;
The 15th February 1908.

No. 822-23-A. (Confdl.), dated Sibpur, the 11th February 1908.

From—B. HEATON, Esq., Principal, Civil Engineering College,
To—The Director of Public Instruction, Bengal.

In compliance with the request contained in your No. 6-C., dated 25th January 1908, I have the honour to enclose herewith a short note showing—

- (1) what in my opinion are the particular grounds for the dissatisfaction that most undoubtedly exists amongst members of the Provincial Service with reference to their conditions of service ;
- (2) my opinion on the specific proposals made by the Government of India to improve the prospects of the Provincial Educational Service, together with some other points by granting which the service may be made more acceptable.

NOTE UPON THE CONDITIONS OF SERVICE IN THE PROVINCIAL EDUCATIONAL SERVICE.

I.—The grounds for present dissatisfaction are—

(1) *The Schedule of Grading.*—This is shown in a very striking way in the accompanying graphic diagrams that refer to Bengal only.

It will be seen that the bulk of the appointments in the Provincial Educational Service are in the more lowly-paid grades (Rs. 200 and Rs. 250), while in the other services the greater number of posts occur in the Rs. 300, Rs. 400 and Rs. 500 grades.

(2) To still further magnify this difference we find a grade of Rs. 350 in the Provincial Educational Service that does not exist in the sister services, and that the Provincial Educational Service officers cannot rise above Rs. 700, while in the Executive there is a Rs. 800 grade and in the Judicial Service Rs. 1,000 is the maximum.

(3) Again, another great grievance lies in the fact that in the first five grades of the Provincial Educational Service there are 15 officers of under 18 years' service who will not retire under from 12 to 23 years. These completely block promotion from grade to grade throughout the service, and will cause many senior men of good service to retire on much smaller pensions than they would have a right to expect if their promotion were not blocked, besides keeping them out of higher pay during their service.

These officers are of two classes—

- (a) Europeans, Messrs. Brühl and Walford, for whom the conditions of service were never designed.
- (b) Certain Indians who have been educated in England and have been placed in the higher grades.

(4) The disability to hold the positions of Assistant Director of Public Instruction or of a Principal is no doubt felt.

II.—*The specific proposals of the Government of India.*—(1) The raising of the maximum pay from Rs. 700 to a higher limit will undoubtedly make the service more attractive, and in my opinion Rs. 800 is a sufficiently high limit for those members of the service as are serving in their own country.

(2) As to the necessity for a reconsideration of the grading, there can be no two opinions. The most particularly unfavourable cadre schedule in the case of the Provincial Educational Service is notorious, and is shown graphically upon the table I have prepared.

(3) It is true that teaching members of the Provincial Educational Service enjoy comparatively long vacations, but such vacations are a source of expense

rather than of economy, and the amount by which officers can add to their salaries by examination work is not large : it is a most uncertain and rather precarious source of income.

Again, if the scale of pay is to be reduced because a certain section of the Provincial Educational Service enjoy holidays it would be necessary to increase it for those who do not enjoy holidays, such as Inspectors whose work is far more trying and of greater importance, and who, moreover, are often held to be precluded from the accepting of Examinerships.

(4) The transferring of appointments from the Provincial Educational Service to the Indian Educational Service or Subordinate Educational Service.

(a) *Transfers to the Indian Educational Service.*—It is presumed that it is only contemplated to remove European officers to the Indian Educational Service ; for Indian officers the Provincial Educational Service is essentially designed.

The removal of Europeans would certainly remove a great cause of grievance, and those Indian members appointed to the higher grades of the Provincial Educational Service would more properly be appointed to the lower grades and given a personal allowance to cover their increased market value.

(b) Transfers to the Subordinate Educational Service can hardly be justified unless the grading in that service be considerably improved.

The lowest grade of the Provincial Educational Service being Rs. 200 and the highest of the Subordinate Educational Service Rs. 250, there is not sufficient prospect in the latter for a man whose qualifications are such as to justify giving him a starting salary of Rs. 200.

This point presents a real and a serious difficulty at Sibpur with reference to the European Foreman Mechanics of the shops. They have absolutely no adequate prospects and are very discontented with their present position in the Subordinate Educational Service, where, moreover, their presence constitutes a serious grievance to the Indians below them.

(5) I do not think that a higher initial pay need be offered, provided that the numbers in the Rs. 300, Rs. 400 and Rs. 500 grades be increased to more nearly the proportion that obtains in the Provincial Executive and Judicial Services.

(6) The strength of the Provincial Educational Service might certainly be increased by the transfer to it of Indian members of the Indian Educational Service.

Europeans should never be placed in the Provincial Educational Service under the present rules for furlough.

(7) I agree in thinking that the restriction against members of the Provincial Educational Service holding the posts of Principals of Colleges or of Assistant Director of Public Instruction should be removed, and I certainly think that, provided allowance be created for the holders of these posts irrespective of service, the members of the Provincial Educational Service should be eligible for such allowances.

(8) I would recommend that since the members of the two services are regarded as being of an equality so far as their intellectual attainments go, no allowance shall be given to a member of the Provincial Educational Service who does work usually undertaken by a European in the Indian Educational Service. The granting of such an allowance constitutes an unmerited slur upon the Provincial Educational Service by publicly branding them as belonging to a service inferior to the Indian Educational Service, whereas the services are designed, the one for Europeans serving in a foreign country, the other for Indians serving in their native country.

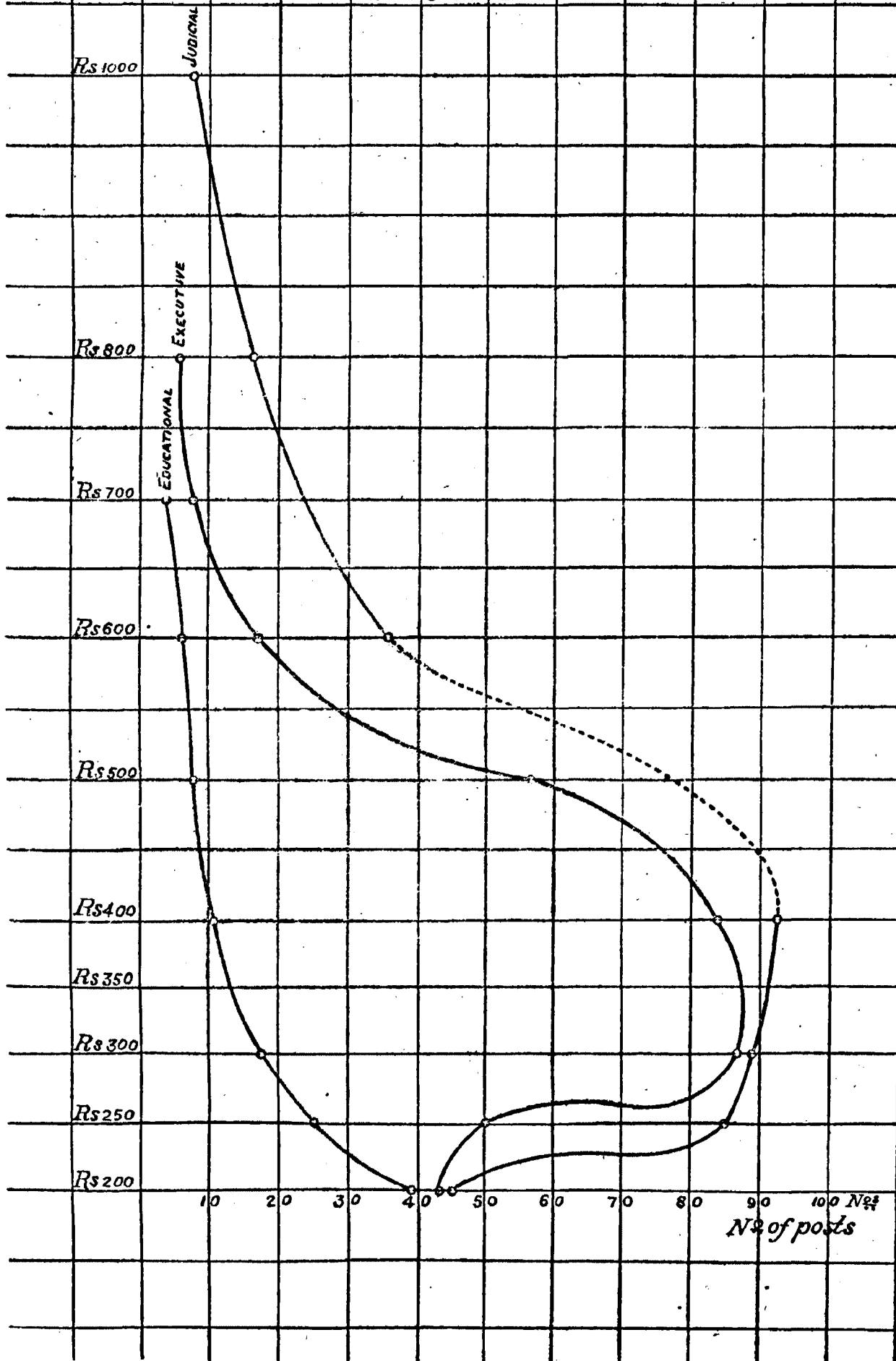
(9) Acting allowances should be granted, as in other services, to an officer who may be declared to officiate in a higher grade during the absence on furlough of a senior man whereby such a vacancy may be caused.

B. HEATON,

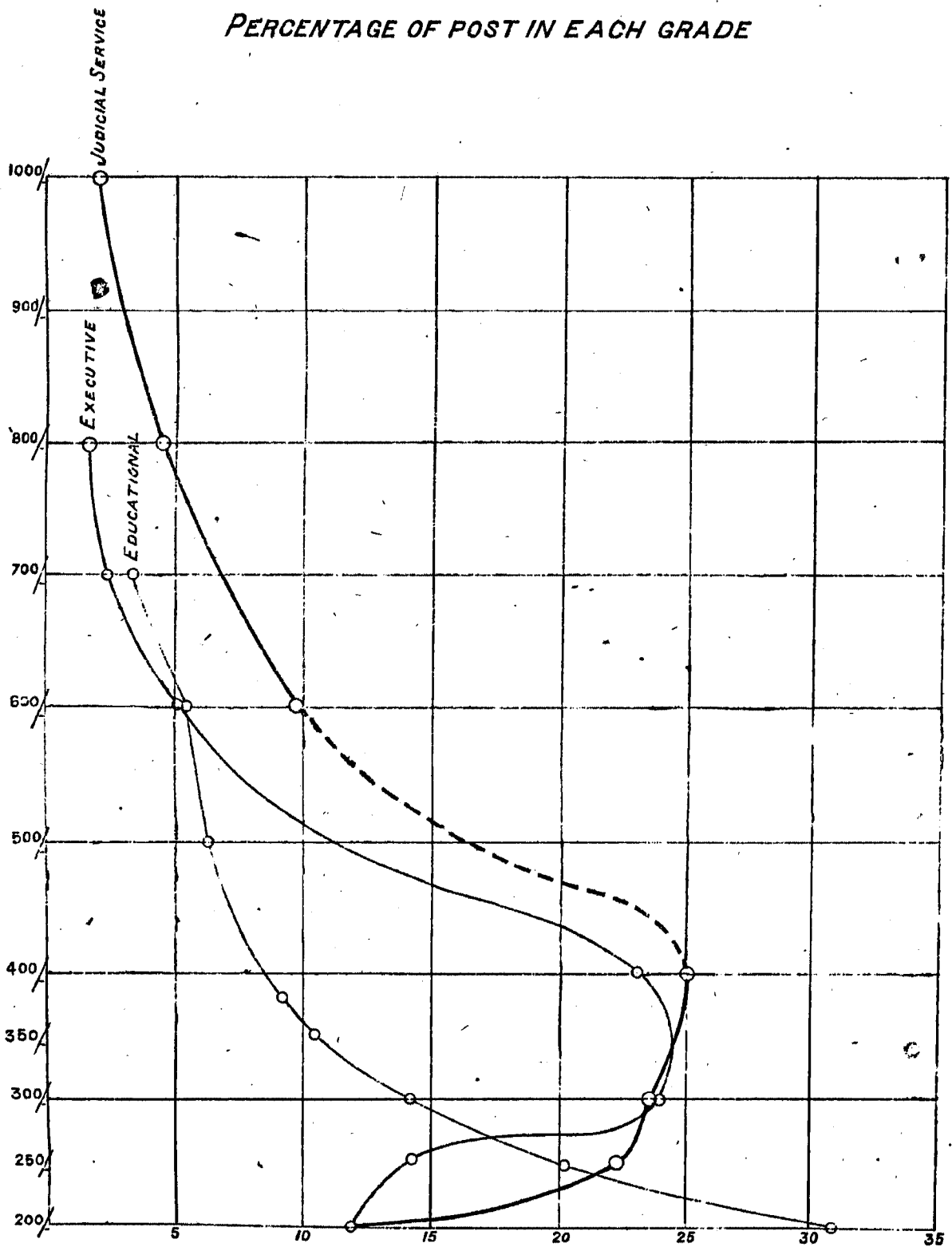
Principal, Civil Engineering College.

STRENGTH IN EACH GRADE

PROVINCIAL SERVICES.



PERCENTAGE OF POST IN EACH GRADE



Comparative statement of the three Provincial Services—Executive, Judicial and Educational.

PROVINCIAL EXECUTIVE SERVICE.					PROVINCIAL JUDICIAL SERVICE.					PROVINCIAL EDUCATIONAL SERVICE.					REMARKS.
Grades.	Numbers in each grade.	Percentage of the total number.	Average period taken to reach the grade.	Salaries.	Grades.	Numbers in each grade.	Percentage of the total number.	Average period taken to reach the grade.	Salaries.	Grades.	Numbers in each grade.	Percentage of the total number.	Average period taken to reach the grade.	Salaries.	
			Yrs.	Rs.				Yrs.	Rs.					Rs.	
I	6	17	28	800	Sub-Judges.	I	8	21	25½	1,000	I	4	3.2	1 person, 21 years.	700
II	8	23	25½	700		II	17	46	23	800	II	7	5.6	2 persons, 27½ years.	600
III	18	51	22	600		III	36	99	19	600	III	8	6.3	4 persons, 22 years.	500
IV	57	16.1	15	500	Munsifs.						IV	11	8.7	9 persons, 23 years.	400
V	84	23.8	12	400		V	93	25.0	11½	400	V	13	10.3	11 persons, 24 years.	350
VI	87	24.6	6	300		VI	89	23.8	6½	300	VI	18	14.3	13 persons, 21 years.	300
VII	50	14.2	2½	250		VII	85	22.6	2½	250	VII	26	20.6	22 persons, 6 years.	250
VIII	43	12.2	...	200		VIII	45	12.0	...	200	VIII	39	31.0	...	200
Total ...	357					Total	373				Total	126			

Three have services of 18, 17 and 16 years. Will not retire on the average before 13 years.
 Four have services of 14, 7, 13 and 11 years. Average time of retirement 19 years.
 Four have services of 12, 10, 10 and 9 years. Average time of retirement 20 years.
 One has only 7 years' service and one has only 2 years of service in the Education Department.
 Two have services of 10 and 9 years only.

For the 15 young men in the first five grades, persons in the 5th and 6th grades have no chance of reaching the Rs. 500 grade.

Dated Chinsura, the 21st February 1908. [Confidential.]

From—J. N. DASS GUPTA, Esq.,

To—The Director of Public Instruction, Bengal.

WITH reference to your office No. 16-C., of the 25th January last, I beg respectfully to state at the outset that I feel considerable hesitation in saying anything at all on the subject, as I am a member of the Provincial Educational Service and the Government of India's letter in question purports to discuss the present prospects and position of that service. As, however, the question has been referred to me, I feel bound in duty and in loyalty towards you to mention a few points which may serve to throw light on at least the history of the two services, and I feel confident that you in your generosity will believe that I am speaking solely in the interests of the service, and purely from an impersonal point of view.

A.—As to the general question. (a) According to the present practice, Indians as a rule are appointed to the Provincial Service, and the Indian Service is recruited in England. Thus educational appointments do not altogether depend on academic distinctions and educational qualifications but on the place of recruitment, and distinguished graduates of Indian Universities, even men like the Hon'ble Dr. Asutosh Mookerji, could not as a rule aspire to be members of the Indian Service. This was perhaps not anticipated at the time of the organisation of the services, but the effect is that most of our distinguished graduates elect to join the Executive Service, or the more lucrative appointments under the Government of India, such as those in the Financial Department. The Local Government also is powerless in the matter of rewarding genuine scholarship, and loyal and zealous service among the members of the Provincial Service by promotion to the higher branch of the service. Thus the two services have come to be what they are not in theory, and scientists of European reputation, and distinguished graduates and Honours men of Oxford and Cambridge are to be found among the ranks of the Provincial Service—even after 15 or 16 years of approved service in the Department. A further anomaly has grown up in course of time. An Indian Honours man of Oxford or of Cambridge is in the Provincial Service, because recruited in India; while a European, perhaps his contemporary in England, perhaps his junior, and with no higher academic distinction, is in the higher branch of the service, because recruited in England.

(b) A comparison of dates would show that some of the Indian members of the Provincial Service who have European qualifications joined the Department long before the Provincial Service was organized. These officers were placed outside the classified lists and they naturally expected that in course of time they would be absorbed into the higher service. It is doubtful if they would have joined the Department had they known of the present position and prospects of the Provincial Service.

(c) Sir Alfred Croft, who was the Director of Public Instruction in Bengal when schemes for the Provincial Educational Service were being discussed, made no secret of his view that by European officers he meant officers who have obtained high degrees in European Universities. As the services are now constituted, a European officer cannot perhaps be said to mean an officer with European qualifications only.

(d) Previously it was not unusual to promote deserving officers from the lower to the higher branch of the service. In this way, the following Indians were appointed members of the Indian Educational Service:—

Babu Prosonno K. Sarbadhikari.

Pandit Mahes Ch. Nayaratna.

Dr. P. K. Roy.

„ J. C. Bose.

Rai Bahadur Radhika P. Mukerji.

„ „ Brahma Mohan Mullick.

Mr. H. M. Percival.

I believe at one time there were no less than five or six Indians (*i.e.*, one-fifth or one-sixth of the entire cadre) in the higher service.

B.—As to the definite proposals of the Government of India, I beg to state that (*a*) only recently the intermediate grades of the Provincial Service have been added to, and the initial salary has been raised from Rs. 150 to Rs. 200 a month. This, however, has not altogether relieved the congestion in the service, and the question of the position of Indian officers with European qualifications remains where it was before.

(*b*) I venture to think that throwing open the Assistant Directorship and a few special appointments like this would be regarded by the whole service as a most graceful concession, and as a special favour.

(*c*) It is obviously desirable that our best men should be attracted to the Education Department. The present constitution of the services does not perhaps tend to do this. I may refer in this connection to the case of the holders of the State scholarships elected by the Calcutta University. These scholarships are tenable in one of the older English Universities, *viz.*, Oxford or Cambridge, and according to the terms of the scholarship, the scholars must graduate in one of these ancient seats of learning. It might have been expected that these would elect to join the Education Department. With the exception of the first scholar, who is my humble self, all the scholars, however, competed for the Indian Civil Service, and with the exception of Mr. Hari Nath De (who is now no longer a member of the Indian Educational Service) all those who competed are members of the Civil Service.

No. 3332 (Confidential), dated Hooghly, the 11th April 1908.

From—KHAN SAHEB MAULVI MUHAMMAD IBRAHIM, B. A., Inspector of Schools
Burdwan Division,

To—The Director of Public Instruction, Bengal.

I have the honour in the following paragraphs to submit the report called for in your letter No. 18 C., dated the 25th January 1908, forwarding for an expression of opinion a copy of a letter No. 4 on the subject marginally noted from the Government of India.

1. A feeling of dissatisfaction among the members of the Provincial Educational Service.
2. Proposals for improving the condition of the service.

I propose first to answer the questions in the order in which they are given in the letter and then to deal with the suggestions contained therein.

My answer to Question No. 1 as to whether a feeling of dissatisfaction actually exists among the members of the Provincial Service, is in the affirmative. There is, as far as I know, an almost general feeling of dissatisfaction among the members of this service. In many cases they are even found to regret their own choice of service in the Education Department. In my answer to Question 2, I shall deal with the grounds, if any, for this dissatisfaction.

Question 2.—Whether there appear to be good and reasonable grounds for that dissatisfaction. My answer is again in the affirmative. In my opinion the grounds for the dissatisfaction are not imaginary, as will be only too evident from the facts already noticed by the Government of India.

The prospects of an officer of the Provincial Educational Service are not as bright as those of an officer of other services, such as Executive, Judicial, and Police.

In the Executive Service a Deputy Magistrate of average parts can hope in the ordinary course before his retirement to rise to the 1st grade which carries a pay of Rs. 800. I do not here speak of the continual flow of officers from the Provincial Executive to higher service and the promotion of Deputy Magistrates from the 4th and 3rd grades to the posts of District Magistrates, Inspector-General of Registration, to Secretaryship of the Board of Revenue and similar appointments.

In the Judicial Service every Munsif can reasonably hope in the ordinary course to rise to the 1st grade of Subordinate Judgeship which carries a salary of Rs. 1,000 not to speak of those who rise to District Judgeship, etc.

In the Police Department, also, the prospects of promotion are more rapid and brighter than in the Education Department.

Again, the native society is not yet sufficiently advanced to attach no importance whatever to the power and influence which the members of those services are seen to exercise in the conduct of their ordinary duties. In the native society, a District Superintendent of Police or a District Magistrate of the last grade is sure to command far greater respect than either the Principal of a 1st grade college or an Inspector of Schools in the highest grade of the Indian services, and this is, among others, a cause of attractiveness of their services.

Again, there is an absence of incentive to good work in the shape of adequate provision for promotion to higher grades, as in the case of other services, because of the inadequate number of appointments in the higher grades as compared to appointments in other services. This makes the promotion in the service slower than in other departments. Add to this the closed-door policy of the Department with regard to these officers in the matter of promotion to higher service.

I do not suppose it would be proper on my part to point out specific instances to show the hard cases of individual officers, for that will simply make matters personal.

With regard to the comparatively long holidays enjoyed in the Education Department, I beg to state that these holidays are no doubt enjoyed by those in the teaching line, but then they are not allowed the benefit of privilege leave on full pay, and, besides, Munsifs and Subordinate Judges enjoy longer holidays.

The officers employed in the inspecting line do not enjoy longer holidays than the officers of the Executive Service.

With regard to the suggestions contained in paragraph 3 of the Government letter, all that I can say is that they are very reasonable, and if loyally carried out, are likely to effectively improve the prospects of the members of both the services—I mean the Provincial and Subordinate Educational Services.

The proposal to throw open the posts of the Principal of a College and the Assistant Director of Public Instruction to members of the Provincial Education Service is, as has been observed in the Government of India's letter, likely to act as an incentive to good work, without in any way binding the authorities down to appoint particular officers to these posts simply because of their seniority. To my way of thinking, in filling up the posts of the Assistant Director of Public Instruction the claims of a native officer should receive preferential consideration. For it is certain that only junior members of the Indian Service, fresh recruits from England with little or no experience of the needs and requirements of the natives, will be available for the post on the pay attached to the post, whereas if the post be filled up by the appointment of a native officer, perhaps the very best and most experienced officer in the whole Provincial Service would be available for the post—an officer combining in himself technical knowledge of the work and an intimate acquaintance with the educational wants of the community.

Dated Calcutta, the 3rd February 1908 (Confidential.)

From—N. N. GHOSE, Esq.

To—The Director of Public Instruction, Bengal.

I HAVE the honour to acknowledge your No. 12-C., dated the 25th January 1908, received on the 29th January.

So far as I am aware, dissatisfaction does exist among the members of the Provincial Educational Service in Bengal and also in the public mind with regard to the status and emoluments of that service. The main reason of the dissatisfaction is that the service is not continuous with the Indian Educational Service. However high the merits or admirable the record of a member of the Provincial Service, he cannot in the ordinary course expect promotion to the Indian Educational Service or to any of its appointments. A close service, which is always in the nature of a monopoly, is never regarded with favour by the public, especially where the circumstances of the country are not such as to justify a monopoly. The Indian Civil Service, in so far as it is a close service, is not viewed with favour at the present day, for there are men in the Subordinate Judicial and Executive Services who would be fit for promotion to the Civil Service. When the Civil Service was established, however, its close character was a necessity, and it is tolerated now on grounds only of a historical character. Besides, there is a uniform and severe test to be undergone for admission to that service. There are no such reasons for making the Indian Educational Service a close service. Its members are selected according to no test, and they are not supposed to possess a uniform qualification. This service has been constituted at a time when teachers of a high order were available in the local market if only the attractions were good enough. The result is that several of the best men of our Universities prefer careers other than that offered by the Provincial Educational Service.

I agree generally in the suggestions made in the letter of the Deputy Secretary of the Government of India, but I do not think they go far enough. For one thing, the cost of the Provincial Service has, I think, to be increased, because its condition is not satisfactory. But I am afraid no reform as to mere details will remove the real complaint, redress injustice, or improve the character of higher teaching. Men, conscious of ability, will feel the indignity of belonging to a lower service, especially when they have reasons to believe that they are not only equal, but in some cases superior, to some of the members of the higher service. In recent years some men of high scientific acquirements have been introduced into the Indian Educational Service. They do not provoke any jealousy; but for the teaching of History, Philosophy, and Mathematics, there are men in the Provincial Service who would be an acquisition to the higher service. Englishmen, if properly selected, would be best qualified to teach English, but it is a general complaint that superior teachers of English are rare. If the Indian Educational Service is to exist at all as a close service, its *personnel* ought to be greatly improved. Every member ought to be possessed of conspicuous ability and of acquirements impossible in India. A system, wrong in principle, would then be justified by its practical fitness. But genuine reform would consist in making the Provincial Service continuous with the Indian. There should be no statutory bar to the promotion of merit, nor the faintest excuse for the supposition that a particular branch of the Educational Service is reserved for graduates of European Universities to be selected according to the pleasure of the authorities.

Dated the 29th February 1908. (Confidential)

From—C. RUSSELL, Esq, Principal, Patna College,

To—The Director of Public Instruction, Bengal.

I have the honour to acknowledge the receipt of your confidential letter No. 7-C., dated the 25th January 1908, asking for my opinion on certain points raised by the Government of India in regard to the Provincial Educational Service and to reply as follows:—

1. As regards the general question whether dissatisfaction exists among members of the Provincial Educational Service, I think that it exists at present only in a mild and inconsiderable degree. Such dissatisfaction as there is seems due, so far as I have gathered, to a feeling that promotion is too slow, and the prospect of reaching the highest grades in the majority of cases too small. This feeling does not appear to me to be so

strong or widespread as to justify the view that the service is generally unpopular.

The apparent contentment of members of the Provincial Educational Service, however, does not appear to me to be a wholly satisfactory sign, or to indicate that no changes are advisable. It seems partly due to (1) the fact that they have an easy life, and partly to (2) the fact that they are for the most part men of a somewhat unenterprising and unambitious type of character. It is very desirable that both of these circumstances should be altered. On the staffs of colleges especially, if the objects of University reform are to be attained, it is desirable, and in fact necessary, for members of this service to lead a less tranquil and more energetic life. Any effective measures to this purpose, however, would at once be productive of dissatisfaction. Practically all improvements in the organization of a college imply more work and less leisure for the staff. If colleges are to be raised to the standard now contemplated, it therefore seems to me that something should be done for college professors, partly to compensate them for additional work and responsibility, and partly in order to make these appointments attractive to the best type of men. This could be effected in two ways—(1) by raising the maximum pay and increasing the number of appointments in the higher grades; and (2) by lengthening college vacations to a period similar to that ordinarily recognized in Home Universities. The latter change would have the advantage of costing nothing, and of providing opportunities of carrying on advanced studies and research work (pursuits which otherwise are likely to be followed, if at all, in time which ought to be devoted to teaching and college work).

2. In regard to the specific proposals of the Government of India, viz:—

- (1) that the maximum pay should be raised,
- (2) that more appointments should be created in the higher grades,
- (3) that the pay and status of the lowest grades should be raised by transferring appointments to the Subordinate Educational Service,
- (4) that certain appointments in the Indian Educational Service should be transferred to the Provincial Educational Service,
- (5) that the disability of members of the Provincial Educational Service for appointment to the posts of Principals of Colleges and Assistant Director of Public Instruction should be removed,

I am in favour, as already indicated, of (1) and (2). To (3) I am decidedly opposed, as (a) there does not appear to be at present any dissatisfaction with the initial rate of pay available, and (b) it seems likely that such a change would have the undesirable effect of converting the lowest grade of the Provincial Educational Service into a convenient temporary resort for highly qualified graduates intent upon a legal career.

(4) and (5) do not appear to be applicable to conditions in Bengal.

No. 74 (Confidential) dated Benares, the 21st February 1908.

From—MAHAMAHOPADHYAYA HARAPRASAD SHASTRI, M.A., Principal, Sanskrit College,

To—The Director of Public Instruction, Bengal.

I HAVE the honour to submit the following remarks on the subject of the Provincial Educational Service called for in your letter No. 17-C., dated the 25th January 1908.

As regards the question whether dissatisfaction exists among the members of the Provincial Educational Service in Bengal, I am forced to admit that it

exists, and the failure of the recent re-organization to bring a long-expected relief to many has resulted in producing a widespread despair and discontent.

Among the grounds for this dissatisfaction I can point out the following :—

- (1) The grading of the service is unfavourable to the prospects of officers serving in the lower classes. This can be seen by a comparison with the grading of the Provincial Executive Service. The strength of the Provincial Executive Service is three times the strength of the Provincial Educational Service ; but the posts in the different grades of these two services are not in the same proportion. The number of appointments in the Subordinate Executive Service in Rs. 500 grade is 57, in Rs. 400 grade, 84, in Rs. 300, 87 ; while in Rs. 250 grade the posts are only 50, and in Rs. 200 grade 65. The posts in the three corresponding higher grades of the Subordinate Educational Service instead of being one-third of these, 19, 28 and 29, are only 8, 11, and 18, respectively ; while in the two lowest grades the posts instead of being 17 and 22 are 26 and 39, respectively. This not only retards the promotion of the officers in the lower classes, but practically debars them from the two or three highest grades of the service which are virtually reserved for those officers only who have been fortunate enough to secure appointments on a higher initial pay or extraordinary promotion.
- (2) There is no reasonable flow of promotion in the Provincial Educational Service, as compared with the other Provincial Services. Officers in the Provincial Executive Service usually rise to Rs. 500 grade by ordinary course of promotion in 15 or 16 years, while officers in the Provincial Educational Service cannot rise above Rs. 250 grade by normal course of promotion in the same period.
- (3) There is no special remuneration for officers in the lower classes when they are called upon to do the highly responsible work of a Principal or Inspector. In such circumstances the pay is not only out of proportion to the work done, but it is hardly possible for the officers concerned to keep up even a show of respectability consistent with the dignity of their position. At present there is no provision for giving any relief to such officers.

The dissatisfaction referred to may be removed by introducing the following improvements in the service :—

- (1) Increase of posts in some of the intermediate classes (3rd, 4th, and 6th).
- (2) Abolition of the present class V on Rs. 350.
- (3) Reduction of the number of appointments in the present class VII and class VIII.
- (4) Raising the maximum pay of the service to Rs. 800.

The above modifications would remove the first and the second grounds for the dissatisfaction noted above and would place the Provincial Educational Service on the same level as the Provincial Executive Service.

- (5) To remove the third ground for the dissatisfaction it would be necessary to attach personal allowances to the office of Principals, Inspectors, etc., somewhat on the same principle as obtains in the case of officers in the Indian Educational Service.

Now I beg to submit my views on the specific proposals made by the Government of India :—

- (1) It is true, as the Government of India point out, that the members of the Educational Service who are engaged in teaching enjoy comparatively long holidays on full pay and are often able to add to their incomes by undertaking examination work. But

it may also be said on their behalf that they are not allowed to enjoy privilege leave on the same terms with their brother officers in the Civil Service, nor are they allowed to undertake examination work to the neglect of their own legitimate duties. It can also be said in their favour that the long holidays they enjoy are absolutely necessary to enable them to prepare themselves by private study for the proper performance of their duty, and the hard-earned extra remuneration which they get by examination work is also required to enable them to purchase books, etc., which they want for increasing their professional knowledge and which they can hardly buy from their low pay. Thus the two advantages they enjoy cannot be regarded as sufficient reasons for not improving the Provincial Educational Service on the same liberal scale as the other Provincial Services.

- (2) If by the transference of some appointments of less importance from the Provincial to the Subordinate Service the initial pay of the Provincial Service can be raised, and if by a similar transference of appointments from the Indian to the Provincial Service the maximum pay also of the Provincial Service can be increased, I fully approve these measures.
- (3) The present restrictions debarring a Provincial Service officer from promotion to the Indian Service should be withdrawn, as proposed in paragraph 4 of the letter of the India Government, and when members of the Provincial Service are found eligible for appointment in the Indian Service they should receive special allowances in consideration of the increased responsibility and importance of their work, as has already been proposed above.

Dated Calcutta, the 31st January 1908. (Confidential).

From—THE REVD. J. LAMB,

To—The Director of Public Instruction, Bengal.

In reply to your letter No. 11-C., dated 25th January 1908, with reference to the Provincial Educational Service, I have the honour to state (1) in regard to the general question raised in the letter on this subject from the Government of India, that in my opinion, there does exist considerable dissatisfaction among the members of that branch of the service in Bengal; and that, so far as I can ascertain, this dissatisfaction may be traced to three main causes, *viz.*, small pay, slow promotion and poor prospects, and inferiority of social standing.

(a) As to small pay, it is admitted in the letter from the Government of India that "Rs. 700 a month, the maximum pay of the service, compares unfavourably with the maximum of the other provincial services." This view is generally held in the service itself, and undoubtedly the members of the Judicial and the Executive branches of the Provincial Service are much better paid than those of the Educational Service, although the latter are, or ought to be, quite as well educated as the former. If they are not, it is because the inducements are not now sufficiently great to attract really capable men.

(b) *Slow promotion and poor prospects* is another fruitful cause of discontent in the service. While in certain of the other branches of the public service, as for example, the Executive and Judicial, a deserving and capable officer has the prospect of ultimately attaining to the coveted position of a District Judge, or a District Magistrate, there is, I understand, no corresponding appointment open to a distinguished member of the Provincial Educational Service. Moreover, I am informed that the preferments which are available are so comparatively few that the flow of promotions is seriously checked, and the consequence is that men get discouraged and become perfunctory in the discharge of their duties. "Hope deferred makes the heart grow sick."

(c) Another cause of dissatisfaction is the feeling of social inferiority that is associated with the Educational Service. An educated Bengali values social

position or power, as he would call it, even more highly than a substantial income; and there seems to be a widely prevalent idea in Bengal that the social position of an educational officer does not rank so high as that of an executive or Judicial officer, although in point of education and character there may be no inferiority.

For these reasons, and probably others, I believe, the Educational Service in Bengal is much less popular at the present time than it used to be formerly. It has now come to be regarded as the last resort of those who have failed to obtain other and more desirable Government appointments. Few seem to join it from a pure love of the teaching profession, if teaching in Bengal can as yet be called a profession. In my opinion teaching is the greatest of all professions, and all who are interested in the education of India ought to endeavour to place the teaching profession in the forefront of the services.

2. As regards the specific proposals made by the Government of India, I am not able to say how far they would prove effective in the removal of the dissatisfaction that undoubtedly exists, and in the popularizing of the Educational Service; but it seems to me that there is, at the present time, urgent need of better and more highly trained men, if the education of this country is to advance on proper lines.

If anything could be done to remove the causes of discontent to which I have already referred, the result would undoubtedly be a gain to the cause of education in Bengal, and throughout India.

Dated Calcutta, the 26th February 1908. (Confidential.)

From—BABU ISAN CHANDRA GHOSH, Head Master, Hare School,

To—The Director of Public Instruction, Bengal.

I am in receipt of your letter No. 20-C., dated the 25th January 1908, enclosing for my humble opinion Government of India's letter No. 4 of the 2nd idem on the subject of the present condition and future improvement of the Provincial Branch of the Educational Service. The importance of the subject and the amount of attention the various points raised therein demanded are my excuses for the delay that has taken place in expressing my views, which I now hasten to submit as follows.

2. There does certainly exist at present some dissatisfaction among the members of this service, and the grounds for it are reducible to three main heads. In the first place, the prospects are anything but cheering, for though the initial salary is the same as in some other branches of the Provincial Service, the rate of promotion is most discouragingly slow, it being, as the service stands at present, with its unchangeable rule of promotion by seniority, almost impossible even for the most faithful worker to reach the first one or two classes, except perhaps on the eve of retirement on superannuation. The maximum of Rs. 700, too, is hardly calculated to keep men like Dr. P. C. Roy, and others long contented. Again, the rule of seniority is at times deviated from, not on the ground of efficiency, but because the officer selected to supersede his fellow-workers happens to be a graduate of some University in the United Kingdom. Lastly, it is not always the picked men—the flower of our University—that are appointed to the Provincial Service, but now and then only third-rate men who rise from the Subordinate Branch by virtue of seniority, and though of inferior academical qualification, are allowed to supersede officers in class VIII.

3. The Provincial Educational Service, therefore, has very little attraction for really good men; nor are they much encouraged to enter it under the present system of recruitment. Even a Premchand student now-a-days has no better chance of getting into it, or winning promotion than a passed B.A., who can accidentally get himself dubbed an Assistant Inspector of Schools. Had suitable inducements been offered, well-known Indian Educationists like Principals Brojendra Kumar Sil, E. M. Wheeler, Heramba Chandra Maitra and Ramendra Sundar Trivedi, and Professors Janaki Nath Bhattacharya,

Lal Gopal Chakravarti, Lalit Kumār Banerjea and Gāuri Sankar De, would not have spent their lives in colleges under private management.

4. The cream of our University have got many a door thrown open to them now. They are the Executive and Judicial Branches of the Provincial Service, which for evident reasons have a fascination over the youth of this country. They may become enrolled officers in the Financial Department, they get Professorships and Principalships in colleges under private management, some of which offer higher initial salaries than the Education Department, and greater privileges as to leave, leisure and holidays. Lastly, there is the Bar, with its prospects quite dazzling for the ambitious few at any rate. Such being the case, it is but natural that only inferior men should in general care to stick to educational work.

5. But it would be a pity if all good men are diverted in this way from educational work. English, Scotch and Irish graduates may indeed be had in these days on lower salaries than before, but taken all in all they are sure to be a costlier staff than one consisting mainly of Indian graduates. Nor is it desirable to dispense with the Indian element to any large extent. Every effort should therefore be made to make the service attractive to the best of them—to those above all who have a real liking for the work. The steps that suggest themselves to me to secure this end, may be set forth as follows :—

- (a) Selected members of the Provincial Service may, from time to time, be promoted to the Indian Service.
- (b) A time scale of increment as in the Financial Department may be introduced, or three more classes, etc., may be added at the top of the Provincial Branch, so as to raise the maximum to Rs. 1,000 as in the Judicial Service.
- (c) Higher initial salary and greater facilities for promotion may be offered to first class men, so as to enable them to earn Rs. 500 per mensem at the end of 15 years' active service or there about.
- (d) The present class V (Rs. 350) may be abolished, as it retards promotion and has no parallel in any other branch of the Provincial Service

Dated Calcutta, the 4th February 1908, (Confidential).

From—DR. P. C. ROY, Professor of Chemistry, Presidency College,

To—The Director of Public Instruction, Bengal.

I am in receipt of your letter No. 15-C., dated the 25th January 1908. As I have been taken into confidence and invited to give my opinion on the merits of the existing educational services, I shall at once proceed to discuss some of the salient defects of the system, and I shall do so with some degree of candour and plain speaking, without which, I am afraid, the matter cannot be adequately dealt with.

The "reorganization scheme" was launched in August 1896 and has thus had a trial of 12 years—a sufficiently long period to enable one to base certain conclusions. The scheme, I take it, was an offspring of the Public Service Commission, and it is from this point of view that the Government of India has written the note in which it is recommended that the highest grades in the Provincial Educational Service should carry the same emoluments and prospects as those in the Executive and Judicial Branches. So far I would welcome the recommendations of the Government of India.

But the most serious and glaring defects in the system have been left untouched. I mean the exclusion of the Indians themselves from what is called the "Indian Branch" of the Educational Service. It was in 1885 that Dr. J. C. Bose was admitted into the old superior branch, and during this period, covering nearly a quarter of a century, only one more Indian—Mr. Hari Nath De—has been taken into its fold. I may, therefore, take it that the scheme has had the effect of practically keeping the purely Indian element out of the pale of

this branch. An impartial historian of the progress of education in India will be constrained to admit that the present scheme constitutes a dark blot in the educational policy.

Of all the various departments, the Educational is *the one* on the portals of which should be inscribed "Admission by merit alone." One can at any rate realise the difficulties of the Government of India, situated as it is, in throwing wide open to Indians all the posts now filled up by the Civil Service. If there is any department in which Government can however afford to give full scope to merit, irrespective of all considerations, it is the Educational Department, and yet, by a curious irony, rigid exclusiveness has been the rule. And this anomaly is rendered all the more galling when it is remembered that an Indian, even if he be the graduate of a local University, can as an enrolled officer in the Accountant-General's Department rise from Rs. 350 to Rs. 1,500—2,000 and as a *vakil*, solely by virtue of his merit and qualification, aspire to the High Court Judgeship. The framers of the "reorganisation scheme" probably thought that the class of Indians who were formerly taken into the higher branch of the service would feel equally attracted to the Provincial Service and they were in a manner justified in their expectations; for such men as Messrs. D. N. Mullick, M. Ghosh and S. C. Mahalanobis did not hesitate to enter the Provincial Service. But one important consideration escaped the notice of those who were responsible for the reorganisation scheme. The above-named officers had gone to England and incurred all the outlay and risks of a sound education in a foreign land at a time when there was no such rule laid down, and they naturally thought if they could duly qualify themselves they would not be laid under any ban. When, therefore, on their return, they found the gates of the "Indian Branch" shut against them they found themselves simply stranded and had no choice but to accept any terms. India is a backward country, and though the people are contributing their humble mites and making immense sacrifice for the spread of education, for years to come private efforts will scarcely be able to secure the services of men like the above-named officers, unless the latter take upon themselves the vow of a self-denying ordinance, following in the footsteps of a Paranjpe. As soon as the Indian parents and guardians realised the situation they fought shy of incurring heavy expenses to give their sons and wards the benefit of a first-class education in a British University. It is true, many Indian students are frequenting Oxford, Cambridge and Edinburgh, but their object is primarily to compete for the Civil Service or prepare themselves for a professional career in law or medicine. A few years ago a gentleman consulted me about the choice of a career for his son, a pupil of mine, whom he was anxious to send to England. I naturally suggested that his son should study a branch of science and in due course enter the Education Department. The reply of the father was characteristic—"What, another P. C. Roy!" To do him justice he never disparaged my abilities, but what frightened him was that an officer of my qualifications had to vegetate for 7 years and more on Rs. 250 and then gradually pass through the grades of Rs. 400, etc. The gentleman in question was not mistaken from his point of view, for his son competed for the Civil Service and is now a Sessions Judge.

Apart from the question of pay and prospects, the members of the Provincial Service are subjected to the indignity and humiliation of feeling at every step that they really belong to a subordinate service, though nominally they are classed in the "Superior Service;" for instance, I am always looked upon as the "junior Professor" of Chemistry, though some of my "seniors" were not even in their teens at a time when at Edinburgh I made something like a name for myself in my subject. I have often noticed many important matters appertaining to the Chemical Department passing between the Principal and the "senior" Professor without my having even any opportunity of knowing anything about them. It is true, I have now and then been consulted, but that is more as a matter of courtesy and favour.

In my opinion the authors of the "Reorganisation Scheme" took a wrong step when they laid down:—"In future natives of India who are desirous of entering the Education Department will usually be appointed in India, and to the Provincial Service." The demoralising effect of such a step should have

been foreseen. Practically the distinction between the two services has narrowed down to a racial question; as the only passport for admission into the "Indian Branch" is recruitment through the Secretary of State for India, considerations of merit and ability being in a way ignored. The consciousness of belonging to the really higher branch of the service is already discernible among several officers. These are devoured by vanity and are full of arrogance and hauteur. One instance, of which I have personal knowledge, may be cited here. A young officer on the scientific side, and who need not be named here, insisted, as his due, that each time he entered the demonstrator's room, the latter (a member of the Provincial Service) should rise from his seat and salute him. Now this demonstrator, though senior in service by some 15 years and of exceptional abilities—in fact the young haughty officer was not worthy to unloose the latchet of his shoes—had the misfortune to belong to the Provincial Service. It might be urged that this is only an extreme case. But there are many others who are only more careful in suppressing and subduing their feelings. Of course, there are honourable exceptions—men who never part with the innate nobility of their nature. I have never heard of any complaints among the English Judges of the High Court that they have to sit with their senior Indian colleagues. This is because all are here on *absolute status of equality*. In the Education Department, as the direct outcome of the "Reorganisation Scheme," the Indian members of the service have had the badge of racial inferiority stamped upon them, as it were.

I would not discount the merit of an officer merely because he is a local graduate. Drs. Asutosh Mukherji and Rash Behari Ghosh are regarded as eminent jurists who have shed lustre on the profession to which they have the honour to belong, although they have eaten no dinners at any of the Inns of Court.

The mode of recruitment for the Indian Branch as in vogue at present does not lend itself to securing first-rate or even second-rate men. In Europe no one is deemed worthy to occupy a chair, who has not distinguished himself by his original contributions—either in literature or in science. A mere University diploma counts for little. The complaint is often raised that the alumni of the Indian Universities lack originality. The explanation, however, lies in the fact that the Indian student seldom has the good fortune to come in contact with teachers who may be regarded as specialists and who may inspire and stimulate the spirit of enquiry. The unhappy Indian student is only taught the art of cramming and of passing examinations. He is never brought up in what may be called a "literary or scientific atmosphere."

My humble suggestion is that the Indian Educational Service as it exists at present should be abolished. Of course, the present incumbents should not in any way suffer in prospects. We should, however, have a number of eminent specialists brought out from Europe—men who have won a recognised place in any branch of literature or science. But a native of India if found to come up to the same high standard should not be debarred from being appointed. For instance, in the Chemical Department a man of the talents and genius of Dr. Travers should be appointed, and it should be left to him to man and organise the Department, and subject to his general supervision, a number of Professors should teach, each his own branch, *e.g.*, Organic Chemistry, Physical Chemistry, and so forth. Such a man acting as the "senior" Professor will never cause any heart-burning or dissatisfaction. On the contrary, a high ideal will be kept up. Such men will necessarily command a high price, but it should not be grudged on any account. And, moreover, we should only require at most a dozen men. The cadre being thus reduced, no additional outlay need be incurred.

The present mode of recruitment has outlived its utility, and as it secures only raw and inexperienced officers of mediocre ability, it must be regarded as an anachronism, and as hampering the progress of high education.

In short, I should go in for a real *corps d'elite*, consisting of the very picked specialists. Such men would really foster originality and stimulate intellectual activity. India is on the eve of a great awakening, and it would be a great pity if really efficient teachers were not secured to lead her on to the path of progress.

No. 24 (Confidential), dated Narail (on tour), the 30th January 1908.

From—P. MUKERJI, Esq.,

To—The Director of Public Instruction, Bengal.

I. With reference to your confidential letter No. 3-C., dated the 25th instant, I have the honour to state that in my opinion the Provincial Educational Service is not even half as popular as the Provincial Executive Service. Officers of the latter service can hope to attain the grade of Rs. 800; they have a higher prestige, particularly in mufassal towns; and they can look forward to a reward of meritorious service in the shape of appointments like the Inspector General of Registration or the Collector of a district. It is thus no wonder that those who have no special bent towards the vocation of a teacher enter either the Bar or the Provincial *Executive* Service.

(1) I am of opinion that those who receive their training in England or those who have an aptitude for original work must experience bitter disappointment when they find themselves to be always below certain other officers, e.g., European officers, though the qualifications and services of such officers may not be higher.

(2) If in spite of adequate qualification and of meritorious service a man be in a manner foredoomed to occupy a back seat for ever, there is certainly good and reasonable ground for dissatisfaction.

(3) Members of the Provincial Service should in some cases receive promotion to the Indian Service, and the pay of the 1st grade of the Provincial Service should be Rs. 800 and the number of appointments in that grade should be six.

II. A teacher, if he is really to deserve that name, must go on adding to his stock of knowledge. The vacations are intended partly for this purpose. A teacher has to talk for four or five hours a day (and a Professor may have to deliver three or four lectures a day). The exhaustion consequent upon this physical exertion alone should entitle the teacher to vacation. Remuneration from examinership does not exceed six or seven hundred rupees a year in the average, and it has also to be noted that all Professors are not fortunate enough to receive examinership. (If the lot of a Professor is thus not over-happy, that of an Inspector of Schools is certainly worse. The problem which the latter has constantly to solve is how to do in twelve hours work that requires eighteen hours to be devoted to it.)

If the pay of the first grade of the Subordinate Service be raised to Rs. 300 per month, all Deputy Inspectors, *additional* Assistant Inspectors, and Head Masters of vernacular training schools and *Lecturers* in colleges may be placed in that service. The Provincial Service may then begin with Rs. 350 grade and end with Rs. 800 grade.

If the old classification of Professors and Lecturers were revived, or if a new classification of Professors and Assistant Professors were introduced, a few of the appointments of the Indian Service might go over to the Provincial Service. But I would not have Indians only to be Assistant Professors; Europeans should also be eligible for such posts. The F. A. classes may safely be made over to Assistant Professors.

I would by no means let a member of the Provincial Service serve as Assistant Director. As regards the Principalship of a college, the officer holding such a post can hardly maintain his position unless he belongs to the Indian service. In this country pay and prestige mean very nearly the same thing. An officer of the Provincial Service when appointed to be the Principal of a college will not be able to approach the local Magistrate with the same self-confidence as an officer of the higher service, nor will the Magistrate probably show the same amount of consideration for him as he would for a higher educational officer.

Paragraph 2 of India Government letter.

Paragraph 3 of India Government letter.

Paragraph 4 of India Government letter No. 4 (Confidential), Home Department, dated the 2nd January 1908.

Dated Cuttack, the 3rd March 1907, (Confidential).

From—BABU BIPIN VIHARI GUPTA, Principal, Ravenshaw College, Cuttack,
To—The Director of Public Instruction, Bengal.

With reference to your confidential letter No. 14-C., dated the 25th January last, I have the honour to state from my personal knowledge that there exists a feeling of dissatisfaction among the members of the Bengal Provincial Educational Service.

2. The grounds for this dissatisfaction are—

- (1) that the pay and prospects of the members of the Provincial Educational Service are inferior to those of members of the Provincial Executive and Judicial Services;
- (2) that promotion in the Educational Service is very much slower; and
- (3) that this promotion is materially retarded by outsiders being taken into higher grades.

3. I fear these grounds are not altogether untrue, as will appear from the following considerations :—

- (a) An officer in the Provincial Executive Service can rise up to a salary of Rs. 800 a month and has also the prospect of being appointed to the post of a District Magistrate which carries a much higher salary. Similarly, an officer of the Provincial Judicial Service may ordinarily rise to the first grade of Subordinate Judges on Rs. 1,000 a month, and may also aspire to the post of a District or Sessions Judges. No such higher prospects lie before an officer of the Provincial Educational Service, who at best must be content to retire on Rs. 700 a month.
- (b) From an examination of the Civil List (corrected up to October 1907), it appears that most, if not all, of the officers of the Provincial Executive Service who are now drawing Rs. 400 a month, show a service of about 16 years; while in the Provincial Educational Service, nearly all the officers drawing the same pay entered service 25 or 26 years ago. Matters do not certainly improve as we go upwards. That the flow of promotion in the Provincial Educational Service is bound to be slower than in the Provincial Executive and Judicial branches will be evident from the accompanying table (*vide* Table I). The accompanying graphic representation of the number of appointments, in the different grades of the three services brings out the point more forcibly (see Appendix I). If the number of appointments in the lowest grade be taken as 100 in each case, the graph would stand as in Appendix II.
- (c) The next point calling for a brief notice is the fact of outsiders being appointed to the higher grades, thereby impeding the promotion of officers in the lower grades. Thus excluding the new men who were taken in 1896, no less than 19 of the 56 officers in grades II to VI were new-comers. It may be added that the majority of these officers are young and will therefore effectually block the promotion of the older officers, who will have no chance of ever rising to the higher grades. For instance, all the four officers in the first grade being comparatively young, none of the older officers in the lower grades can expect to rise higher than Class II.

4. Passing on now to the question of removal of the dissatisfaction, I beg to suggest that (a) the maximum pay be made Rs. 800 a month as in the Executive branch, and (b) the number of appointments in the higher grades be increased so as to approximate to the proportions existing in the Executive and Judicial Services; the number in the lower grades being correspondingly reduced. The fifth grade carrying Rs. 350 a month may also be done away with.

5. It is true that officers engaged in teaching enjoy two long vacations, but then they do not have the advantage of privilege leave on full pay, and of choosing the time for taking leave. Nor do they all have the good fortune of being able to add to their incomes by undertaking examination work which is both arduous and tiresome enough for the remuneration received. It may be added that an educational officer does not unfortunately enjoy the same social status or is held in the same estimation by the public as an officer of the other two services.

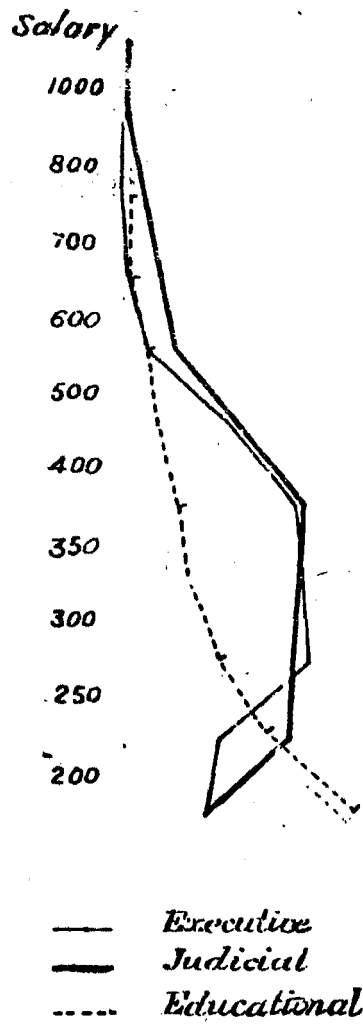
6. There are no doubt various kinds of officers in the Provincial Educational Service, differing in the nature of their duties. The arrangement, however, increases the number of appointments and thereby tends to improve the chances of promotion.

7. It is desirable to throw open to the members of the Provincial Educational Service the Principalships of Colleges as well as the post of Assistant Director of Public Instruction on the grounds mentioned in the letter of the Government of India. A special allowance should be given to the officers holding these appointments, so long as free quarters are not provided for them.

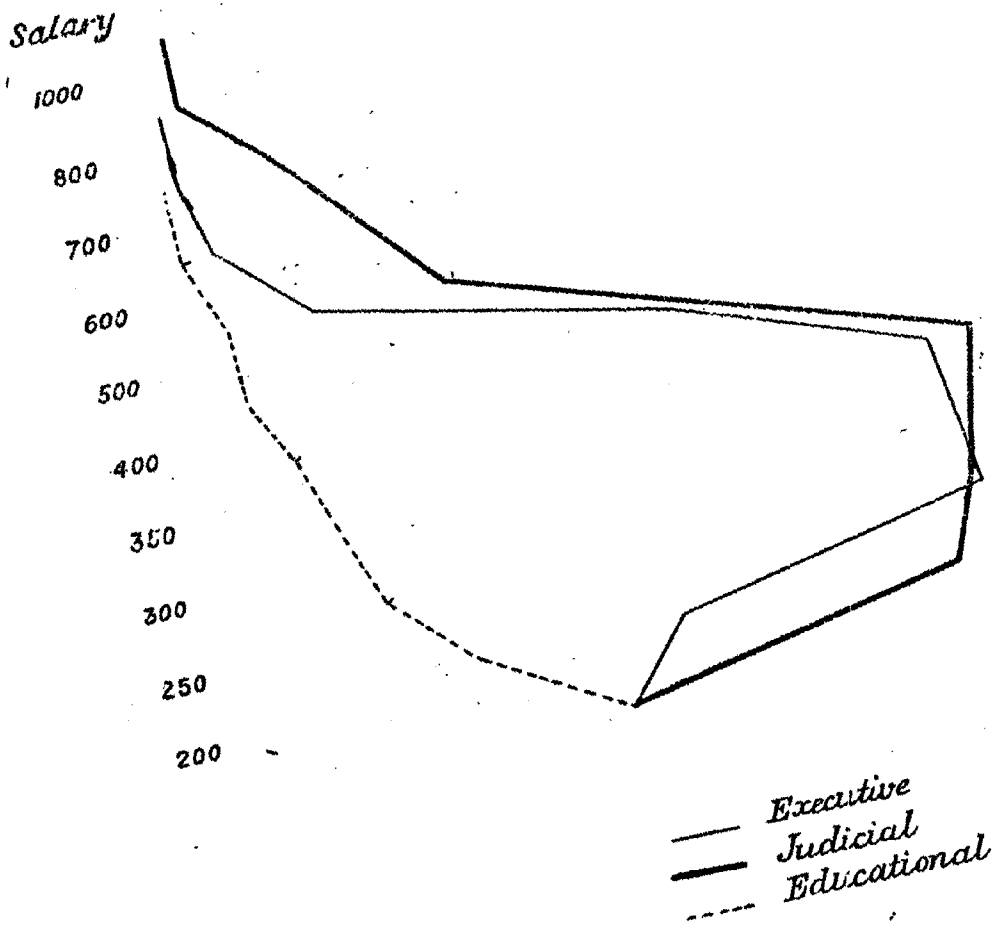
TABLE I.

Salary.	Executive.	Judicial.	Educational.
Rs.			
1,000	.....	2'2	.....
800	1'7	4'7	.....
700	2'3	.....	3'0
600	5'1	9'4	5'4
500	16'1	.....	6'2
400	23'8	25'0	9'2
350	.....	.....	10'0
300	24'6	24'0	14'0
250	14'2	22'9	20'0
200	12'2	12'0	32'3
	100'0	100'1	100'1

Appendix I



Appendix II



Dated Calcutta, the 28th February 1908. (Confidential).

From—BABU RASAMAY MITRA, Head Master, Hindu School,

To—The Director of Public Instruction, Bengal.

With reference to your confidential letter No. 21-C., dated the 25th January 1908, forwarding a copy of letter No. 4, dated the 2nd *idem*, from the Government of India, in regard to the Provincial Educational Service, and asking for an expression of my humble opinion on the questions raised therein, I have the honour to state that, admitting that the recent re-organization of the service has gone a great way towards mitigating the evil in question, it will be idle to deny that there still exists a feeling of dissatisfaction amongst the members of the Provincial Educational Service, due mainly to the following circumstances.

2. In the first place, the prospects of promotion are not very encouraging, and though the initial pay of the service is indetical with that of some of the other branches of the Provincial Service, the rate of promotion in the Educational Service is so very slow in comparison with that in the other branches, of which the number of appointments in the higher grades is much greater than in the Educational Service, that even the youngest and most hard working officer in one of the lower grades cannot reasonably aspire to rise to the highest rungs of the ladder, except perhaps towards the close of their career; while the senior officers of the lower grades, with only a few years of service before them, and with an array of younger officers over their heads, naturally consider their situation and prospects anything but cheering.

3. The maximum pay of the service compares unfavourably with that of the other branches of the Provincial Service, and is not likely to keep really meritorious men contented for long.

4. Supersession sometimes takes place, in consequence of the appointment of outsiders, graduates of European Universities, or members of the Subordinate Educational Service, who are not always men of very high attainments, and this gives rise to some heart-burning in the members of the Provincial Service.

5. The manner of recruitment in some cases seems to be defective. Indifferent men are sometimes appointed or promoted to the Provincial Service, simply by virtue of their seniority in the subordinate service, or of the position into which they are pitchforked.

6. I would humbly beg to suggest the following steps for the improvement of the condition of the service :—

- (1) One or more classes should be added to the higher grades, and the maximum pay should be so fixed as to bring it on a level with the other branches of the Provincial Service.
- (2) The number of appointments in the higher grades should be increased, so as to hold out a reasonable hope of promotion to faithful workers.
- (3) The existing class V (Rs. 350) may be abolished, as there is no corresponding class in any other branch of the Provincial Service.

I most humbly beg to add that the remark in paragraph 2 of the letter from the Government of India, that "those members of the Educational Service who are engaged in teaching * * * *", are often able to add to their incomes by undertaking examination work," hold goods only in the case of a very limited number, and the emoluments thus earned are not sufficiently large.

I must admit that I do not clearly understand how the attractiveness of the service can be enhanced by the adoption of the means suggested in paragraph 3 of the Government of India's letter. As at present constituted, the members of the service are all doing useful work, each in his own sphere and according to his light and powers, and it will, in my humble opinion, be a matter of some difficulty to ascertain the difference in the character and importance of the various kinds of duties performed by the members of the service.

I am of the humble opinion that members of the Provincial Service, if possessed of the necessary calibre, should not be debarred from the appointments referred to in paragraph 4 of the Government of India's letter.

Confidential.]

NARIKELDANGA, CALCUTTA,

The 24th January 1908.

DEAR SIR,

I am in receipt of your letter, demi-official no. 39 of yesterday's date, enclosing a letter from the Government of India, no. 4, dated the 2nd January 1908, on the subject of the Provincial Educational Service, and asking for an expression of my opinion on the questions raised therein.

2. In reply I beg to say that the first question raised in the above-mentioned letter of the Government of India, namely, whether dissatisfaction exists among the members of the Provincial Educational Service in Bengal, must, in my opinion, be answered in the affirmative.

I have formed this opinion from a fairly long acquaintance with a large number of members of the Provincial Educational Service in Bengal; and I think it is an undeniable fact that they are dissatisfied with the conditions of the service as regards pay and prospects.

3. The second question raised in the letter of the Government of India, namely, whether there appear to be good and reasonable grounds for such dissatisfaction, should, in my opinion, be also answered in the affirmative.

The pay and prospects of the Provincial Educational Service are not only inferior to those of the Indian Educational Service, but compare unfavourably with the pay and prospects of other Provincial Services, such as the judicial and the executive; while members of the Provincial Educational Service in many cases possess the same qualifications, and often perform the same sort of work with the same degree of efficiency as their fellow-workers in the Indian Educational Service, and while their work does not require less intellectual ability than that of other branches of the Provincial Service. This inequality in pay and prospects is, therefore, a good and reasonable ground of dissatisfaction; and that feeling is intensified by the fact of the rank and status of members of the Provincial Educational Service being considered inferior to those of officers drawing equal pay in other branches of the public service.

It is true, educational officers engaged in teaching enjoy long holidays; but they are not much longer than those enjoyed by members of the judicial branch of the Provincial Service. And if members of the Educational Service are often able to add to their income by undertaking examination work, that addition is secured by hard additional labour.

4. With reference to the third question raised in the letter of the Government of India, namely, how to remove the dissatisfaction noticed above and to improve the service, I think that the three suggestions contained in paragraphs 3 and 4 of that letter may well be given effect to.

Of these, the first, namely, the transfer to the subordinate service of inferior appointments, is not likely to involve any difficulty; and if given effect to, it would, by raising the status and pay of the lowest grade, attract better men to the service.

The second suggestion, namely, the transfer of some suitable appointments from the Indian to the Provincial Educational Service, should, in my opinion, be carried out as far as possible, and if that is done, it will really improve the service and make it attractive. I venture to think that this transfer, so far as professorships involving only teaching work are concerned, will not lead to any difficulty. I regret that my want of sufficient acquaintance with details prevents me from submitting any definite scheme of carrying out this and the preceding suggestion for the consideration of His Honour the Lieutenant-Governor.

The third suggestion of the Government of India, namely, the repeal of the existing orders debarring members of the Provincial Service from appointment as Principals of colleges or as Assistant to the Director of Public Instruction, may, I think, be given effect to without any detriment to the efficiency of

the Educational Service, and with evident advantage to the Provincial branch of it. Members of the latter branch of the service have always efficiently discharged their duties as Principals of colleges whenever they have been so appointed.

5. Besides giving effect to the suggestions of the Government of India referred to above, His Honour's Government should, I would beg leave to suggest, raise the maximum pay of the Provincial Educational Service so as to make it equal to that of other Provincial Services, and should suitably adjust the scale of pay of the different grades of the service, having regard to the raised maximum. This will, it is true, involve additional expense; but such expense is well worth incurring. It is only in this way that the Provincial Educational Service can be made sufficiently attractive; and no expense, I venture to submit, should be considered too great, which helps to attract to the Educational Service the best talent of the country.

Yours truly,

GOOROO DASS BANERJEE.

TO THE HON'BLE MR. H. C. STREATFEILD.

Confidential.]

SENATE HOUSE,

The 29th June 1908.

DEAR SIR,

WITH reference to your demi-official No. 81-D.G., dated the 13th June 1908, I beg to enclose the following memorandum. I regret very much that owing to heavy pressure of work there has been much delay.

Yours truly,

ASUTOSH MUKHERJI.

TO H. C. STREATFEILD, ESQ., I.C.S.

MEMORANDUM.

There are two points of fundamental importance in connection with the Provincial Educational Service and which require careful consideration. The first point relates to the absolute bar which practically exists now between the Provincial and Imperial Services. The second relates to the fact that the scale of pay and the prospects in the Provincial Educational Service are not quite in a line with those in some of the other Provincial Services, for instance, in the Executive.

The first point noted above has led to considerable dissatisfaction in the ranks of the Provincial Service, and in my opinion the members have a legitimate grievance in this respect. Some of the very best Indian educationists, most of whom were educated in England and have done excellent work here, have been debarred from getting admission into the Imperial Service. I could, without difficulty, name at least half a dozen of such men who are quite as good as any average man in the Imperial Service. If men like these are permanently shut out from the Imperial Service, the Government cannot expect that in future men of the same stamp will take admission into the Provincial Service. The consequent result would be the deterioration of the Provincial Service, the members of which have been in the past and must in future be employed upon very responsible work. I would strongly urge upon the Government that in justice to these men and in the best interests of the service, room for some at least of them should be found in the Imperial Service as vacancies occur.

The second point I have mentioned is also of considerable importance. A distinguished graduate of this University will much sooner enter the Executive Service than the Educational, because the pay and prospects of promotion in the former are much greater than in the latter. I invited the attention of Sir John Woodburn to this point some years ago, and a scheme for reorganisation

was taken in hand. It may be conceded that the inequality between the two services is now much less than it used to be under the old system, but there is no reason why they should not in every respect be on parallel lines. It is by no means too early to recognise that the man who has charge of the education of the youths of a district is quite as important a person to the State as the one who keeps the peace; the former, at any rate, has greater potential capacity for mischief if he does his work inefficiently. I have no desire to minimise the importance of any other service; all I claim is that the importance of obtaining the best available men into the Educational Service should not be overlooked.

D.-O. No. 4-C.

Confidential.]

MUZAFFARPUR COLLECTORATE,

The 19th February 1908.

MY DEAR STREATFIELD,

I have discussed the subject of your demi-official letter No. 36, dated 23rd January, and submit my conclusions on the questions raised by the Government of India regarding the Provincial Educational Service. There are no members of that service in this district, so I have been unable directly to sound their opinion.

2. There is no doubt, I think, that dissatisfaction exists, and that this dissatisfaction is based on reasonable grounds. The Provincial Educational Service is recruited from a class who are generally of equal status, and not infrequently of superior education and attainments to the recruits of the Provincial, Judicial and Executive Services. The initial pay of the three lowest grades is the same in all these services, but there the similarity ends. Not only are the higher grades of the Educational Service less adequately paid, but they are harder to attain owing to the block of promotion encountered practically from the outset.

3. This latter I consider to be the most serious source of dissatisfaction. The grading has been arranged on a wrong principle, for whereas in both the Judicial and Executive Services the greater percentage of appointments is found on the Rs. 400 and Rs. 300 grades, *i.e.*, the 4th and 3rd grades, respectively, from the bottom of the cadre; in the Provincial Educational Service the percentage is by far the highest in the lowest grade of all. It is also unduly high in the next lowest grade, and decreases rapidly as the subsequent higher appointments are reached. For convenience of comparison, I subjoin a table * illustrating this point:—

* Including Eastern Bengal and Assam cadres.

PROVINCIAL JUDICIAL SERVICE.				PROVINCIAL EXECUTIVE SERVICE.				PROVINCIAL EDUCATIONAL SERVICE.			
Grade.	Pay of each grade.	Number of appointments.	Percentage of appointments of each grade to total.	Grade.	Pay of each grade.	Number of appointments.	Percentage of appointments of each grade to total.	Grade.	Pay of each grade.	Number of appointments.	Percentage of appointments of each grade to total.
(a) Sub-Judges.											
...	Rs. 1,000	8	2'1	I ...	800	8	1'7	I ...	700	4	3'2
...	800	17	4'5	II ...	700	11	2'4	II ...	600	7	5'5
...	600	35	9'4	III ...	600	24	5'5	III ...	500	8	6'3
(b) Munsifs,											
...	400	93	25	IV ...	500	75	16	IV ...	400	11	8'8
...	300	89	24	V ...	400	110	23'5	V ...	350	13	10'3
...	250	85	23	VI ...	300	114	24'4	VI ...	300	18	14'3
...	200	45	12	VII ...	250	66	14'2	VII ...	250	26	20'6
(Probationary)	...	...	...	VIII ...	200	57	12'3	VIII ...	200	39	31
		372	100			465	100			126	100

4. This source of dissatisfaction obviously requires a remedy. Others however are less tangible, and I am afraid I have not been brought into close enough contact with the Provincial Service to lay a finger on the weak spots. So far as I can see, the proposed transfer of some of the lower posts to the subordinate service would not effect any improvement. It would further narrow the Provincial Service, without affording any corresponding advantage to either. What seems to me more necessary is to add a spur to ambition by making the higher grades more attractive, preferably by bridging the gulf between the Provincial and Indian Services. I am not in a position to advise upon the suggestion to transfer some of the posts of the latter to the former, but I see no reason why in cases of proved merit promotion from the one to the other should not be permitted. This of course implies the abrogation of the rule debarring members of the Provincial Service from appointments such as that of Assistant to the Director of Public Instruction. In this Province, I believe, they are not debarred from Principalships, though I understand they are less favourably treated on attaining such posts. There appears to be no valid reason why the members of either service should not be similarly treated when holding the same posts, and this I think could best be secured by actual promotion from the one to the other.

5. There may be other possible remedies which do not occur to me, but I venture to think that those to which I have referred are the most obvious and best calculated to remove the dissatisfaction which undoubtedly exists.

Yours sincerely,

H. C. WOODMAN,

Collector of Muzaffarpur.

TO H. C. STREATFEILD, ESQ., I.C.S.,

Secretary to the Government of Bengal.

Confidential.]

CALCUTTA,

The 17th June 1908.

DEAR SIR,

With reference to the letter of the Government of India, no. 4, dated 2nd January 1908, on the subject of the Provincial Educational Service, I have the honour to submit as follows :—

1. I have taken occasion while occupying a seat in the Bengal Council as the representative of the Calcutta University to state that very general dissatisfaction existed in the ranks of the Provincial Educational Service and I gave specific instances showing how the present grading operated to bring about great hardship in the case of several well-known officers belonging to the service. I do not propose to reiterate what I have already said, but I am sure Government must be in possession of an overwhelming mass of testimony proving the existence of grave dissatisfaction at their prospects and pay among the members of the Provincial Educational Service.

2. I think I need not labour on the question as to whether there exist good and reasonable grounds for the dissatisfaction noted above. The Civil List will show how deserving officers are rotting in the lower grades, possessing their souls in patience, the prey to utter despair.

3. I would respectfully suggest the following improvements to make the service more attractive :—

(a) The highest grade ought to be Rs. 1,000, the lowest Rs. 200. The grades should be so adjusted that an officer may rise to the highest grade at least three years before retirement.

- (b) There ought to be a sufficiently large number of appointments in the higher grades to give a reasonable flow of promotion.
- (c) When an officer rises to a grade which is equivalent to the lowest grade of the Indian Educational Service, if he has shown exceptional ability or should be possessed of a distinguished degree of an Indian or English University, he should have a chance of entering the Indian Educational Service.
- (d) If a certain number of appointments in the Indian Service are reserved for the Provincial Service, the grading of Rs. 1,000 may be dispensed with.
- (e) Clerical appointments should be eliminated from the grades, unless this establishment forms a part of the service and can exchange with purely educational posts.
- (f) As a rule, the higher appointments in the Provincial Service should not be given to outsiders except in very special cases, and only to men who have specially distinguished themselves. I say this because outsiders have been taken in the upper ranks who have had no special claims, to the great detriment of the prospects of the members in the lower ranks.

4. There is another question of great importance, namely, the status of a member of the Provincial Service. When a member of this service rises to be a professor in a College, would a member of the Indian Service, who may be his junior in service, but drawing a higher pay, be entitled to hold a higher rank in the College as a professor? This creates a great deal of friction, unless the member of the Indian Service happens to be a first class man, which, unfortunately, is rarely the case. I think once a teacher becomes a professor, the seniority ought to begin from the date he becomes a professor, and if this should be considered impracticable, as young men may at once be appointed to College professorships, I would certainly insist that once a member of the Provincial Service rises to the grade equivalent to the lowest grade of the Indian Service, he should take precedence over a subsequently appointed member of the Indian Service, except in the case of the Principal.

I venture to think that if the suggestions that I have made are given effect to, the Government will soon have a thoroughly qualified and efficient Provincial Service.

Yours faithfully,

BHUPENDRA NATH BASU.

TO H. C. STREATFEILD, ESQ., I.C.S.

Confidential.]

D.-O. No. 95-C.

RANCHI,

COMMISSIONER'S OFFICE,

The 4th February 1908.

MY DEAR STREATFEILD,

I have this morning discussed with Mr. Stephenson, the Hon'ble Babu Kali Pada Ghose, and Babu Ganga Gobinda Gupta, my Personal Assistant, the matter relating to the Provincial Educational Service referred to me with your demi-official letter no. 33, dated the 23rd January 1908.

2. We are all of opinion that no necessity exists for raising the pay of the Provincial Educational Service. We think that the officers of the Provincial

Civil Service have more responsible and more arduous duties to perform than the officers of the Educational Department have, and we regard this as a very good reason why the Provincial Civil Service should be paid on a slightly more liberal scale. We think it probable however that the grading of the Provincial Educational Service might with advantage be readjusted so as to ensure a more favourable flow of promotion. This however is a matter of detail which we do not enter into.

3. None of us here have any reason to suppose that a general feeling of dissatisfaction exists among the members of the Provincial Educational Service. If such dissatisfaction exists, it has not come to our notice. We are all of opinion however that we do not see nearly enough of these Educational officers. It seems to us that they are in a way detached from the district administration, that they live a life of their own, and that they ought to be in closer touch with us. If anything can be done to remedy this, we would all be very grateful. So far as we know, a suitable class of officers is at present being recruited to the Provincial Educational Service, but as I have said, we see so little of these officers that we are hardly in a position to offer a confident opinion about this.

4. The Hon'ble Babu Kali Pada Ghose thinks it desirable that a few posts in the Indian Educational Service should be thrown open to the members of the Provincial Educational Service. He thinks these prize appointments would render the Provincial Educational Service much more attractive. I believe myself that there are difficulties in the way of accepting this suggestion, but no doubt the matter will receive full consideration.

Yours sincerely,

H. J. MCINTOSH.

THE HON'BLE MR. H. C. STREATFIELD, I.C.S.

Confidential.]

CALCUTTA,

The 4th March 1908.

DEAR SIR,

I have to acknowledge receipt of your demi-official no. 38, dated the 23rd January 1908.

I regret I could not earlier reply to it, as I had to make enquiries which took some time.

As a result of such enquiries I have no doubt that so far as Bengal is concerned the representation to the Government of India that there is a feeling of dissatisfaction among the members of the Educational Service is well founded, and the members are not contented with their present prospects. Nor is there any doubt that the grounds for dissatisfaction are good and reasonable, and I venture to make some suggestions which may remove some of this dissatisfaction.

The scheme for reorganisation of the Provincial and Subordinate Educational Services of Bengal was introduced with effect, as I understand, from September 1905. The Bengal Government deserves our thanks for attempting improvement, but the scheme has not appreciably benefited our educational officers, and has therefore failed to remove the prevailing discontent. One of the causes of this discontent is extremely slow promotion, and as this is a matter of some importance I beg leave to examine it in detail.

1.—*Causes of slow promotion.*—Promotion is slow for two reasons:—(1) The number of posts in the three lowest classes is very large, and the number in the higher classes is comparatively small. The inevitable result is that, even under favourable circumstances, nearly three-fourths of one's period of service must be spent in getting through the three lowest classes. A glance at the

following figures, showing side by side the number of posts in each class of the Provincial Educational Service, and the number of posts in the corresponding class of the Provincial Executive Service will satisfy the Government that promotion in the former service must be extremely slow :—

Class	I	II	III	IV	V	VI	VII	VIII
Provincial Executive Service ...	6	8	18	57	84	87	50	43
Provincial Educational Service	4	6	7	11	13	18	26	39

N. B.—The figures are taken from the Civil List dated 1st January 1908.

If the number of posts in the different classes of the Provincial Educational Service was adjusted in the same relative proportions as in the case of the Provincial Executive Service, the figures would have been as follows :—

Class	I	II	III	IV	V	VI	VII	VIII
Number of appointments ...	2	3	6	20	30	30	17	15

If these figures, specially those for classes V, VI, VII and VIII, be compared with the actual figures (already quoted) for the corresponding classes, the most important cause of slow promotion will be obvious.

(2) The second cause of slow promotion is the practice obtaining in the Education Department of appointing officers direct to some of the higher classes of the Provincial Service. Since the constitution of the Provincial Educational Service in 1896, more than 20 officers were appointed direct to classes VII and VI and even to class IV. In consequence most of the posts in the highest classes are now held by officers who will retire later than most of the members of the intermediate classes. This practice of making appointments direct to the higher classes of a graded service has, I believe, no parallel in any other service, and it serves to bring about a very undesirable and abnormal state of things in the Provincial Educational Service. In all other graded services members of the highest class retire in due order and their places are gradually taken by members of the next class, so that there is a steady flow of promotion, and every officer may expect in due course to get to class I. In the Provincial Educational Service a small number of officers belonging to the highest classes is benefited, in consequence of the practice referred to, at the expense of the rest of the officers in the lower classes, who form the majority in the service. I do not wish to suggest that officers who were appointed direct to classes VI and VII are getting more than what they deserve or even all that they deserve. Some of them, in fact, are graduates of European Universities who fully deserve to be appointed to the Indian Educational Service. The point that I wish to make is that their inclusion in the Provincial Service list has seriously blocked the promotion of other members who form the majority, which ought not to be.

11.—Promotion in the Provincial Educational Service as compared with that in the Executive Branch of the Provincial Civil Service.—A Deputy Magistrate gets Rs. 400 in 10 to 11 years, while a great many of the officers now in classes IV, V, VI and VIII of the Provincial Educational Service will have to retire on Rs. 300 to Rs. 400. Accuracy of this statement can be verified on reference to Civil List and the History of Services of Gazetted Officers. The dates of birth of all Gazetted Officers are given in the latter publication, whence the number of retirements in successive years can be exactly determined on the assumption that no extension will be granted. The names of members of the Provincial Educational Service completing their 55th years in successive years are given in an appended list. For obvious reasons I refrain from commenting on individual names.

III.—*Illustrations of slow promotions in the past.*—(a) On reference to the History of Services of Gazetted Officers, it will be seen that many deserving members of the Provincial Educational Service retired on Rs. 250 or Rs. 300.

(b) The number of posts in the lowest class is so large that a good many years must elapse before an officer can get through it. One of our best Professors took more than 8 years in getting through the lowest class; another well known and successful professor is getting only Rs. 200, in spite of the recent reorganisation, after 10 years of service. A third, who is on extension now, is getting Rs. 300 per month.

IV.—*Comparison of the average monthly income of Provincial Educational Officers in different Provinces.*—The figures in the 2nd and 3rd columns of the following tabular statement, showing the strength and cost per mensem of the Provincial Educational Services in the different provinces, are taken from the resolutions of the Government of India on the Quinquennial Review of Education (1892-1893 to 1896-1897) by Mr. J. S. Cotton, published in the *Gazette of India* of the 4th November 1899:—

Province.	Number.	Cost per month.	Average income per month.
1	2	3	4
		Rs.	Rs.
Bengal	113	29,250	259
Madras	32	10,850	339
Bombay	23	8,400	365
North-Western Provinces and Oudh ...	24	7,750	323
Punjab	17	6,100	359

Since the recent reorganisation, the figures for Bengal have changed so that the average monthly income is now Rs. 310. But it should be pointed out that this represents nothing real, for the average income in the case of the small number of officers now in the highest classes is much larger (nearly Rs. 500), while that of others in lower classes is in consequence much less than Rs. 300.

V.—*Remedies.*—(1) More money. It is essential that a large amount of money should be spent for improving the prospects of promotion.

(a) The number of posts in the three lowest classes should be considerably reduced and there should be a corresponding increase in the number of appointments in the intermediate classes. The distribution of posts in the different classes should be on the same scale as in the case of the Provincial Executive Service and at the same time. The class on Rs. 350 should be abolished and a class on Rs. 800 added. If these suggestions be accepted, the number and pay of eight classes of the Provincial Educational Service will be as follows:—

Class	I	II	III	IV	V	VI	VII	VIII
Pay Rs.	800	700	600	500	400	300	250	200
Number of posts	2	3	6	20	30	30	17	15

(b) Another alternative suggestion may be made. The grade system may be altogether abolished and system of progressive pay similar to that in vogue in the Indian Educational Service may be introduced. A Provincial Service officer appointed on Rs. 200 a month should get Rs. 400 a month in ten years by an annual increment of Rs. 20 per month. He should then get an increment of Rs. 100 per month at the end of every five years.

(2) No appointment direct to a higher class should be made. It should be strictly insisted upon that all first appointments to the Provincial Educational Service should be made to the lowest class, and under no circumstances to a higher class. It appears that appointments direct to a higher class of the Provincial Educational Service arise in three different ways—

- (a) First, there are some special posts included in the Provincial Service List, to which it may be necessary to appoint officers on higher initial salaries than the minimum pay of the Provincial Service;
- (b) Gentlemen of special merit, such as graduates of European Universities, are sometimes appointed direct to higher classes; and
- (c) Lastly, deserving members of the Subordinate Educational Service, when promoted to the Provincial Service, are often appointed to a higher class.

As to (a), the only remedy is to exclude the special posts from the Provincial Service, and introduce a system of progressive pay for those posts, as in the case of the Personal Assistant to the Director of Public Instruction. In passing I may be permitted to observe that this appointment should ordinarily go to the Provincial Service.

As to (b), appointments may be made to the Indian Educational Service, or personal allowances may be granted.

As to (c), there will probably be no difficulty in future, since the minimum pay of the Provincial Service has now been raised to Rs. 200, provided all officers of the subordinate service, eligible for promotion to the Provincial Service, be promoted to that service before they rise to class I (Rs. 250) in the subordinate service.

The following is a list of Provincial educational officers completing their 55th years in successive years up to 1919:—

<p>1906.</p> <p>Rajendra Nath Banerjee, December 31. (On extension now.)</p> <p>1907.</p> <p>Kali Nath Bhattacharjee, April 20. Shashi Bhusan Dutt, July. (Both on extension now.)</p> <p>1908.</p> <p>Dwija Dass Datta, May. Madhu Sudan Rao, June 29. Hara Prasad Shastri, November 1.</p> <p>1909.</p> <p>Kailash Chunder Bhattacharjee, February 3.</p> <p>1910.</p> <p>Brühl, February 25. Hari Charan Ray, September 5. Devendra Nath Bose, October 9. Bepin Behary Gupta, October.</p>	<p>1911.</p> <p>Mohini Mohon Datta, March 29. LeFeuvre, August 10. Maulvi Ahmed, December 25. Hari Dass Banerjee (no month stated).</p> <p>1912.</p> <p>Surendra Komar Bose, March. Upendra Nath Maitra, August 25.</p> <p>1913.</p> <p>Brojo Ballav Datta, February. Byers, May 3. Poresh Nath Sen, July. Amjud Ali, August. Abdul Munim, September. Mohini Mohon, Chowdhury, October.</p> <p>1914.</p> <p>Maj Mohon Sen, June. Rasamay Mitra, November 13. Biseswar Sen (no month stated). Baladev Rami Jha (no month stated).</p>
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1915.

Ishan Chandra Ghose, June.
Kali Podo Bose, November 12.
Brojo Lal Mookerjee, December 16.
Jogesh Chunder Ray (no month stated).

1916.

Chundra Bhusan Bhaduri, April.
Mirja Asraf Ali, August 1.

1917.

P. C. Ray, August.
Shaw, October 22.

1918.

N. C. Mitra, January 6.
Bhagavati Sahai, October 31.
Alfred Barnes, November 14.

1919.

Bidhu Bhusan Gossain, March.
Stark, May 7.
Mahamad Ibrahim, August.
Joy Gopal De (no month stated).

The maximum pay should be brought in a line with the corresponding branches of the Executive and Judicial Services in order to make the Educational Service permanently attractive. Length of holidays can hardly be an element for consideration in the matter, and as regards Examinerships only a small number of officers in the higher grade can expect to get them.

A fair number of the more meritorious members of the service should be allowed to hold Principalships of Colleges, and the Assistant Directorships of Public Instruction should, as I have stated above, be thrown open to the service. And in the interest of efficiency it is of the utmost importance that capable professors, who have made their mark as teachers or in research work, should not by way of promotion be drafted on to the Inspectors' branch of the service. Teaching proper should be lucrative and honourable enough to attract or retain the best available talent in the country, which sad to think is by no means the case, as it undoubtedly was before, when we had teachers and professors whose names are held in loving memory by generations of grateful students who have made their mark.

Yours sincerely,

D. SARVADHIKARY,

[Confidential.]

CALCUTTA,

The 9th March 1908.

MY DEAR SIR,

I am much obliged for your kind note of the , instant and am indeed gratified to receive it. I sincerely hope and trust that it will be possible for Government to give effect to some, at least, of the suggestions. I shall take an early opportunity of availing myself of your kind permission to come and see you.

In the meantime there are a few more considerations with regard to the Provincial Educational Service to which I beg to draw your attention.

The present practice is to appoint Indians, as a rule, to the Provincial Service while the Indian Service is recruited in England. When Europeans are appointed to the Provincial Service they are generally appointed to the higher classes, which tends to the block to which I referred in my last letter. Thus educational appointments do not altogether depend on academic distinctions and educational qualifications; and distinctly inferior men who cannot hold their own against the more meritorious members of the Provincial Service are appointed to the Superior Service. On the other hand, even the most distinguished graduates of the Indian University cannot as a rule aspire to be members of the Indian Service. This could hardly have been anticipated at the time of the organization of the two services, and the effect is that most of

our distinguished graduates elect to join either the learned professions or the Executive or Judicial Service or the more lucrative appointments under the Government of India, such as those in the Financial Department. Some at least of the most distinguished Indian Judges of the High Court and members of the learned professions intended to devote their lives to teaching work, and but for the current anomalies they would have been educationalists by profession as well as choice. The Local Government is powerless in the matter of rewarding genuine scholarship and the most loyal and zealous service among the members of the Provincial Service by promotion to the higher service, and the two services have come to be what they are not in theory. Scientists of European reputation and distinguished graduates and Honours men of Oxford and Cambridge, whom for obvious reasons again I shall not name, are to be found among the ranks of the Provincial Service, even after 15 to 16 years of approved service in the Department. A further anomaly has grown up in course of time. An Indian Honours man of Oxford or of Cambridge is in the Provincial Service because recruited in India—while an European—perhaps his contemporary in England—perhaps his junior—with no higher academic distinction, and sometimes decidedly his inferior in attainments, is in the higher service because recruited in England.

(2) A comparison of dates would show that some of the Indian members of the Provincial Service who have European qualifications joined the Department long before the Provincial Service was organised. These officers were placed outside the classified lists, and naturally expected that in course of time they would be absorbed into the higher service. It is more than doubtful if they would have joined the Department had they anticipated the present position and prospects of the Provincial Service. To them the hardship and injustice is all the greater.

(3) Sir Alfred Croft, who was the Director of Public Instruction in Bengal when schemes for the Provincial Educational Service were being discussed, made no secret of his view that by European officers he meant officers who had obtained high degrees in European Universities and not merely by race. As the services are now constituted an European officer can hardly be said in practice to mean an officer with European qualifications only.

Previously it was quite usual to promote deserving officers from the lower to the higher branch of the service. In this way the following were appointed members of the Indian Educational Service:—

Babu Ptasonno Kumar Sarbadhikari.

Pundit Mohesh Chander Nayaratna.

Dr. P. K. Ray.

Dr. J. C. Bose.

Mr. H. M. Percival.

Rai Bahadur Radhika Prasad Mookherjee.

Rai Bahadur Bromho Mohon Mullick.

I believe at one time there were no less than 5 or 6 Indians, *i.e.*, one-fifth or one-sixth of the cadre, in the higher branch. There are in the Provincial Service officers enough to make similar promotion again possible, and if this is done, it will in no way impair the efficiency or status of the superior service and will remove the existing tension in the Provincial Service, and the cheering prospects of promotion to really deserving men will considerably improve the latter service. As to the definite proposals of the Government of India I beg to state, in addition to what I have already stated,—

(a) Only lately the intermediate grades of the service have been added to, and the initial salary has been raised from Rs. 150 to Rs. 200 a month. This has not altogether relieved the congestion in the service, and will not be relieved till the more distinguished officers are drafted on to the superior service.

(b) It is obviously desirable that our best men should be attracted to the Education Department. The present constitution of the services however does

not tend to do this, and, as I have tried to show, unfortunately for this country its best talents are diverted on to other channels. I may be permitted to refer in this connection to the case of the holders of the State scholarships elected by the Calcutta University. These scholarships are tenable in one of the older English Universities, *vis.*, Oxford or Cambridge, and according to the terms of the scholarship the scholar must graduate in one of these ancient seats of learnings. It might have been expected that scholars so trained would elect to join the Education Department. With the exception of very few indeed all the scholars elected to compete for the Indian Civil Service and mostly succeeded. While rejoicing that so many of my countrymen should have had opportunity of entering the Civil Service through State aid, which they would probably not have been otherwise able to enter, I cannot help regretting that the Educational Service should have failed to be attractive to a fair number of our State scholars. If it has failed to be attractive it is because of disabilities and disqualifications which are unknown even to the Civil Service. They should be removed in order that there may be real reform and improvement, and here not the Local Government but the Government of India, which has been graciously pleased to move in the matter, not a day too soon, can be of great service if it will.

There is one other point to which I would take this opportunity of drawing attention. There should be as little financial barrier as possible to the employment of a reasonable number of well-paid assistants and demonstrators in Government service and technical colleges to enable the work to be properly developed and also by way of furnishing training ground for good teachers. Though some expenditure would be involved the return in output would be ample compensation, and good men should have an opportunity of quick advancement. In our research scholars we have a body of men who could be trained into a fair body of teachers and professors and whose services are not fully availed of at present. The result is they have to go back to the services and professions which their less distinguished and capable contemporaries had joined before them much to their advantage, while they themselves were engaged in research work that merely delayed and retarded their professional career. Unless the services of research scholars are utilised in a way advantageous to them and to the educational service, research work is likely to be unpopular, which, from the worded point of view, is not apparently paying.

The special considerations in the Provincial Educational Service of graduates in English Universities and Prem Chand and Ray Chand Students is contained in the orders laid down in paragraph 14th of the Bengal Government resolution no. 1244, dated the 26th March 1897. It runs thus:—"That graduates in Honours of English Universities and Prem Chand Students should originally be appointed to class VI (Rs. 250) of the Provincial Educational Service; that after a service of three years in that class they should have a claim to the first vacancy in class V (Rs. 300), and that after a further service of three years in that class they should have a claim to the first vacancy in class IV (Rs. 400)."

Government notification no. 774, dated the 21st February 1900, extends the above privilege to successful Post Graduate Research Scholars. In the rules issued in that notification it was laid down that scholarship-holders, whose work showed good results during their tenure of scholarship and who might desire to enter the Educational Service of the Government of Bengal, would be considered to have equal claims to employments with those who had been Prem Chand students.

Government notification no. 905, dated the 6th July 1900, withdraws the above rules on account of representations of other officers of the service, the service having since considerably enlarged.

It is time to consider whether some special consideration and consequent modification of rules is not necessary by way of encouraging graduates of English Universities, Prem Chand Ray Chand Students, and Research scholars

and other meritorious officers whose claims cannot be adequately dealt with in the ordinary course of things.

Yours faithfully,

D. SARVADHIKARY.

THE HON'BLE MR. H. C. STREATFEILD, I.C.S.

Confidential.]

CALCUTTA,

The 27th April 1908.

MY DEAR SIR,

I and those whose cause I sought to advocate are thankful for the assurance given by you at the budget debate that the claims of the Teaching Staff have not been overlooked, and that the improvement of the Provincial Educational Service will probably take something of the form suggested by me, *viz.*, assimilation with the other Provincial Services. As the question is now under consideration, I beg leave to invite special attention of the Government to the following points:—(1) It is essentially necessary that the number of posts in the three lowest classes of the Provincial Educational Service should be considerably reduced, and that there should be a corresponding increase in the number of appointments in the intermediate classes, specially the classes on Rs. 400 and Rs. 500. By way of illustration of *extremely slow promotion in consequence of the disproportionately large number of posts in the lowest class*, it was pointed out in my budget speech (*vide* Supplement to the *Calcutta Gazette*, April 15th, 1908, page 99) that one of our best Professors took more than eight years in getting through the lowest class, that another well-known and successful Professor is getting only Rs. 200 per month, in spite of the reorganisation, after 10 years of service, and that a third, who is on extension now, is getting Rs. 300 per month.

(2) The class on Rs. 350 should be abolished and a class on Rs. 800 added; but this *by itself* is not of any great importance; for it is quite possible to make the Provincial Educational Service even more attractive than the Provincial Executive or Judicial Service, without abolishing the class on Rs. 350, and adding a class on Rs. 800. The question of promotion is of far greater importance than that of the maximum pay of the Service or of pension. Whatever money may be available for improvement of the Provincial Educational Service should be spent *in the first instance* for converting the *majority* of the posts on Rs. 200 and Rs. 250 to posts on Rs. 400 and Rs. 500, and when this has been done, it will be desirable to convert the posts on Rs. 350 to posts on Rs. 500, Rs. 600, Rs. 700 and Rs. 800.

(3) As some of the Officers of the Provincial Educational Service have been very recently transferred to Eastern Bengal and Assam, the strength of the Service will now probably be 99. If the 99 posts in the Provincial Educational Service be distributed amongst the 8 classes in the same relative proportions as in the case of the Provincial Executive Service, the figures will be as follows:—

Class	...	I	II	III	IV	V	VI	VII	VIII
Pay	...	Rs. 800	700	600	500	400	300	250	200
Number of posts	...	2	2	5	16	24	24	14	12

If the pay and the numbers in the eight classes be adjusted on the scale indicated above, the assimilation of the Provincial Educational Service to the Provincial Executive Service will be *arithmetically* perfect; but it should be observed that the strength of the former service is at present very limited,

being only 99; and on this ground alone promotion is very likely to be comparatively slow. For the solution of this difficulty, it may be suggested that the number of posts on Rs. 300 should be reduced from 24 to 16, and that of posts on Rs. 500 increased from 16 to 24, in the scale shown above. But the best solution is the total abolition of the grade system, as explained below.

(4) The best method of materially improving the prospects of the Provincial Educational Service officers, and of securing their contentment, is to abolish the grade system altogether, and to introduce a time scale of pay. In a Service the strength of which is only 99, the grade system cannot work satisfactorily, whereas a system of progressive pay, *as obtaining in the Indian Educational Service*, will afford equal and well-defined prospects to all officers. As already suggested in my Budget speech (*vide Supplement to the Calcutta Gazette*, 15th April, 1908, page 99), a Provincial Educational officer appointed on Rs. 200 a month should get Rs. 400 per month in 10 years by an annual increment of Rs. 20 per month. He should then get an increment of Rs. 100 per month at the end of at least every 5 years. Introduction of a time scale like this will render the Service more attractive and secure efficiency by removing, once for all, one very great source of discontent, noted in the next paragraph.

(5) All first appointments to the Provincial Educational Service should be made to the lowest class (Rs. 200). No exception should be made to this rule, even in the case of the most brilliant graduate, to whom, however, a suitable personal allowance might be granted. Nothing is more calculated to block promotion and create discontent among officers than appointments direct to higher classes.

(6) Owing to the practice hitherto obtaining in the Education Department of appointing officers direct to the higher classes of the Provincial Service, many of the posts in the highest classes are now held by comparatively young men, and in consequence there has been a very serious block in the way of steady flow of promotion. With a view to relieving this congestion, but specially in recognition of merit, some of the distinguished officers of the Provincial Service should be promoted to the Indian Educational Service.

I have taken the liberty of making these suggestions, as the whole question is now under the consideration of the Government and in the earnest hope that their adoption may help in the improvement of a highly deserving department of public service. May I ask the favour of forwarding these suggestions to Messrs. Earle and Kuchler for their consideration should they commend themselves to you.

Your sincerely,

DEVA PRASAD SARVADIKARY.

To—H. C. STREATFIELD, ESQ., I.C.S.,

Secretary to the Government of Bengal.

Confidential.

No. 476 of 1908, dated Naini Tal, the 15th June 1908.

From—F. E. TAYLOR, ESQ., Secretary to Government, United Provinces,
Educational Department.

To—The Secretary to the Government of India, Home Department (Education).

I am directed to reply to Mr. Fell's confidential letter no. 5, dated the 2nd January 1908, in which the Lieutenant-Governor was asked (i) whether dissatisfaction exists among the members of the Provincial Educational Service in the United Provinces, (ii) whether there appear to be good and reasonable grounds for that dissatisfaction, and (iii) what suggestions he would make for the removal of that dissatisfaction and for the improvement of the service.

2. The Lieutenant-Governor has no doubt that a feeling of dissatisfaction has prevailed for some time among the members of the Provincial Educational

Service, on the ground that their pay and prospects are inferior to those of members of other provincial services, and the fact that this feeling was adversely affecting recruitment had attracted His Honour's attention soon after he assumed charge of the Lieutenant-Governorship of these provinces. The matter was forcibly brought to his notice by the difficulty experienced in obtaining Indian gentlemen of high attainments and of good social position for the posts of Inspector in the provincial service, though the posts are the most highly paid in the service. There were not officers serving in the department of the right stamp or fully qualified, and suitable applicants outside the department were not forthcoming. His Honour was led, on a consideration of these facts to institute an enquiry into the whole question of the pay and prospects of the Provincial Educational Service, and as a result of those enquiries he was so strongly convinced of the necessity for improving the conditions of service that he was actually formulating proposals to that end when the letter from the Government of India under reference was received.

3. The pay now offered has not proved sufficient to attract, even by direct recruitment in the higher grades, men of high attainments and good social standing ; so that the highest paid and most responsible posts have usually to be filled by men of mediocre ability and inferior social position, who have slowly worked their way up from low-paid posts by plodding industry. Among the few men of high academical attainments who have from time to time joined the service, because the work strongly appealed to them, there is a sense of disappointment with their lot when they find in middle life that their pay barely suffices to enable them to live in accordance with their position ; and when they compare their careers with those of their contemporaries in other services it is not unnatural that they should be tempted to look back with regret upon their choice of a profession. Another special cause of dissatisfaction in these provinces is the existence of a separate grading for each class of officers. This has adversely affected the prospects of professors and head masters, who are thereby shut out from rising to posts carrying more than Rs. 400 a month. The rule operates to prevent men of the best attainments from entering the teaching or professorial line, and the majority of those who do so find themselves compelled to retire before they have an opportunity of even reaching that rate of pay. In these circumstances it is not surprising that a general feeling of dissatisfaction should exist. The discontent among the senior men has moreover a tendency to affect adversely the recruitment for the junior posts in the provincial service and thus the whole department is weakened. After carefully reconsidering the matter anew in the light of the Government of India's letter His Honour has decided to make the following proposals with a view to improving the condition of the service.

4. In order to secure men of the social standing, position and educational qualifications required of an Inspector of Schools it appears to the Lieutenant-Governor necessary that, in addition to the ordinary process of promoting Assistant Inspectors already in the service, a proportion of the appointments should be filled by direct recruitment. To ensure that the men so appointed shall be qualified to perform the duties of these posts it will be advisable to create a probationary grade on Rs. 200, to train candidates for these direct appointments. Such candidates would be selected from among men of distinguished attainments, including those who have taken their degree in a British University. It is considered that it would be sufficient to fix the number of such appointments at two ; they would not be filled always but only in view of prospective vacancies and if a candidate possessing the required qualifications were at the time available. The period of probation would ordinarily be two years, one of which should be spent at the higher grade training college in taking the University Diploma in Teaching, and the second in learning the work under some selected Inspector or in filling temporary vacancies. The probationary grade would thus serve the double purpose of supplying to some extent a reserve strength in the service, which is entirely wanting at present, and at the same time of giving the men the necessary training before they were permanently appointed to inspectorships. Candidates appointed directly as Assistant Inspectors would not need the probationary period of training as they would be working immediately under the supervision of an Inspector.

The higher posts, *i.e.*, those on Rs. 600 and upwards, would ordinarily be occupied by Inspectors of Schools whose work and responsibilities, as well as the fact that they do not have the advantage of vacations, enjoyed by those engaged in teaching, give them special claims to higher pay; but in order to open a path by which head masters or professors of exceptional merit could attain to the higher grades, and to give effect to the recommendation of the Committee on the improvement of secondary education that the pay of head masters should range from Rs. 200 to Rs. 500, provision is made in the grading above for the inclusion of three other officers drawn from the ranks of head masters of schools and professors of colleges. In this connection a reference is invited to paragraph 3 (c) of my letter no. 729, dated the 16th August 1907; and I am to remark that the proposal to improve the pay of head masters makes it necessary also to ameliorate the prospects of professors. The latter can under the existing conditions look forward to the possibility of promotion as head masters, and it is certainly desirable that their prospects should not be inferior to those of head masters. The Lieutenant-Governor considers, however, that the appointments carrying pay of over Rs. 500 a month in the provincial service should as a rule go to Inspectors, but that a head master or professor should be eligible for pay above this amount if he is specially well qualified. His Honour would also propose that an allowance of Rs. 200 a month should be sanctioned, to be given, at the discretion of the Local Government, to an officer in the provincial service, whether serving as inspector, professor or head master, who is considered specially deserving. This allowance would correspond to allowances given in the Indian Educational Service and appears to be justified because the members of other branches of the provincial service can rise above Rs. 800. In view of the importance of attracting to the educational branch of the provincial service a proportion of the best intellects of the country it should be put upon a footing of equality as regards pay with other branches. It is therefore proposed that the lowest pay should be fixed at Rs. 250 a month, which is the initial salary of Deputy Collectors in the permanent grades. In His Honour's opinion it is important that there should be a clear distinction between the provincial and subordinate services, and for this reason recruitment to the former should ordinarily be direct, though officers of exceptional merit serving in the subordinate service should occasionally be admitted by promotion. If the above proposals are given effect to the probable distribution of the posts would be that exhibited in the appendix to this letter.

7. In paragraph 3 of the letter under reply it is suggested that the attractiveness of the Subordinate and Provincial Educational Services might be improved by transferring to them appointments at present included in the Provincial and Indian Services respectively. On this point I am to say that the recent creation of three more Inspectorships in the provincial service has very materially improved the prospects of officers in that service, and with the further improvements in pay which have been suggested in this letter the Lieutenant-Governor thinks that the service will be made sufficiently attractive. He does not think that it is necessary or desirable to transfer permanently any posts in the Indian Educational Service to the provincial service. His Honour takes a similar view with regard to the subordinate service, the status and pay of officers in which it is proposed to improve considerably in carrying out the recommendations of the Committee on the improvement of secondary education.

8. While however the Lieutenant-Governor holds these views as to the formal transfer to the provincial service of appointments now held by members of the Indian Educational Service he agrees with the Government of India that it is unnecessary on general grounds to retain the orders under which members of the former service are debarred from appointment to the posts of Principal of a college and Assistant Director of Public Instruction. In these provinces there are only two Government colleges, namely, those at Allahabad and Benares, and it would probably be inadvisable to place either of these under the control of a provincial service officer unless he were a man of very exceptional force of character and of the highest attainments. As regards the post of Assistant Director it is to be observed that the relations between this officer and the Director are of the closest nature, and that as he has frequent dealings with Principals of colleges and other

officers of the Indian Educational Service it is desirable that he should be able to correspond with them on a footing of equality. Having regard to the almost complete failure of the Provincial Educational Service to attract hitherto men of good social position it seems unlikely that it will be possible to select an Assistant Director from the ranks of that service for some time to come. It is therefore to be feared that in the United Provinces at any rate the advantages to the members of the provincial service of having these appointments declared open to them would for some time be more apparent than real. Since in the Indian Educational Service a Principal of a college is eligible for one of the marginally noted allowances, a provincial service officer if appointed to the same post should be eligible for an allowance which might reasonably be fixed at Rs. 200—10—250. The Assistant Director in these provinces at present draws no special allowance in addition to his pay as a member of the Indian Educational Service, but the Lieutenant-Governor has had the question of giving him a special allowance under consideration, and will address the Government of India on the subject when the financial strain in these provinces is over. He thinks it equitable that a member of the provincial service appointed to be Assistant Director should draw whatever special allowance may be sanctioned for an officer of the Indian Educational Service holding this post.

Rs. 250—50—500.
Rs. 200—10—250.

9. The effect of the foregoing proposals for reorganizing the Provincial Educational Service, excluding the allowances just referred to, is exhibited in the accompanying proposition statement, which has been verified by the Accountant-General. The net result is an increase in cost of Rs. 2,000 per mensem. The proposals have been carefully considered in communication with the Director of Public Instruction and it is believed that if accepted they would make the service sufficiently attractive for some years to come.

10. I am to sum up the conclusion at which the Lieutenant-Governor has arrived after a careful consideration of this most important question. In the first place he is of opinion that the Provincial Educational Service has been unpopular, that it has been shunned by men of good social position possessing the necessary qualifications for ensuring success, and that the members of it have been and are possessed of a feeling of dissatisfaction with their position and prospects. An endeavour has been made to indicate the causes of that dissatisfaction which in His Honour's opinion is perfectly reasonable. In order to remove it the proposals indicated in detail in the preceding paragraphs are—

- (1) to revise the grades and improve the pay of the service as indicated in the proposition statement,
- (2) to divide the provincial more effectually from the subordinate service and fill vacancies in it ordinarily by direct recruitment even in the higher grades if necessary,
- (3) to grade the whole service as one with the exception of a few posts requiring special qualifications,
- (4) to provide an allowance to be given at the discretion of the Local Government to an officer considered specially deserving,
- (5) to make members of the service eligible for the posts of Principal of a college and Assistant Director.

I am to recommend these proposals for the favourable consideration of the Government of India. I am, however, to say that there is no budget provision to meet their cost, and that it will therefore not be possible to introduce them before the financial year 1909-10 at the earliest.

APPENDIX.

Proposed probable distribution of posts in the Provincial Educational Service.

Pay.	Inspector.	Head master.	Professor.	Assistant Inspector.	Total.
Rs.					
800	1	...	...	...	1
700	2	...	...	...	2
600	2	...	...	...	2
500	1	2	1	...	4
400	...	2	2	2	6
300	...	...	3	3	6
250	...	...	5	4	9
Total	6	4	11	9	30

Total graded posts	...	...	...	...	...	30
Special appointments not graded	...	...	...	...	...	3
Probationers	...	...	...	...	...	2
						—
				Total	...	35
						—

FORM No. 5, C. A. CODE.

(See chapter 5, article 67, vol. I, C. A. Code.)

Statement of proposition for revision of the Provincial Educational Service Establishment, United Provinces.

ORDER SANCTIONING PRESENT ESTABLISHMENT (GOVERNMENT OF DEPARTMENT).		Office to which the proposition refers.	NATURE OF CHARGE.											PROPOSITION.		Grounds of proposition.	
No.	Date.		PRESENT SCALE.					PROPOSED SCALE.					PERMANENT.				
			No.	Designation.	Pay.			Average Cost.	No.	Designation.	Pay.			Average Cost.	Increase per month.		Decrease per month.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
					Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
				PROVINCIAL EDUCATIONAL SERVICE.						PROVINCIAL EDUCATIONAL SERVICE.							
										<i>First grade—1 on Rs. 800.</i>							
			1	Officers	700 0 0	...	700 0 0	700 0 0	1	Officer	800 0 0	...	800 0 0	800 0 0	800 0 0	A.	
										<i>Second grade—2 on Rs. 700.</i>							
			2	Officers on Rs. 600 each ...	1,200 0 0	...	1,200 0 0	1,200 0 0	2	Officers	1,400 0 0	...	1,400 0 0	1,400 0 0	700 0 0	A.	
										<i>Third grade—2 on Rs. 600.</i>							
			3	Officers on Rs. 500 each ...	1,500 0 0	...	1,500 0 0	1,500 0 0	4	Officers on Rs. 500 each ...	2,000 0 0	...	2,000 0 0	2,000 0 0	500 0 0	B.	
										<i>Fifth grade—6 on Rs. 400.</i>							
			6	Officers on Rs. 400 each ...	2,400 0 0	...	2,400 0 0	2,400 0 0	6	Officers on Rs. 400 each ...	2,400 0 0	...	2,400 0 0	2,400 0 0	...	...
										<i>Sixth grade—6 on Rs. 300.</i>							
			5	Officers on Rs. 300 each ...	1,500 0 0	...	1,500 0 0	1,500 0 0	6	Officers on Rs. 300 each ...	1,800 0 0	...	1,800 0 0	1,800 0 0	300 0 0	B.	
										<i>Seventh grade—9 on Rs. 250.</i>							
			3	Officers on Rs. 250 each ...	750 0 0	...	750 0 0	750 0 0	9	Officers on Rs. 250 each ...	2,250 0 0	...	2,250 0 0	2,250 0 0	1,500 0 0	C.	

35
C. O. no. XV-61A.

7th January 1907.

20th July 1906.

Provincial Educational Service, United Provinces.

No. 567-S., dated Simla, the 17th August 1908.

From—J. C. GODLEY, Esq., M.A., Officiating Under-Secretary to Government,
Punjab, Home (Education) Department,

To—The Secretary to the Government of India, Home Department.

I am directed to acknowledge the receipt of Mr. Fell's letter no. 6, dated 2nd January 1908, enquiring (i) whether, in the opinion of the Lieutenant-Governor, dissatisfaction exists among the members of the Provincial Educational Service in the Punjab, (ii) whether there appears to be good, and reasonable grounds for that dissatisfaction, and (iii) what suggestions His Honour would make for the removal of this dissatisfaction and for the improvement of the service. In reply I am to report as follows for the information of the Government of India.

2. The existence of dissatisfaction among the members of the Provincial Educational Service is undoubted. The senior members of the staff of the Government College, Lahore, have been submitting representations for years past to the effect that their promotion is blocked, and three of the junior Assistant Professors have recently resigned in order to obtain appointments elsewhere with better pay and prospects. The Assistant Inspectors, who hold twelve of the thirty-one permanent appointments in the service, are men who have gradually worked their way up from the ranks, and though they cannot be said to have individual grievances, there is a general feeling that the service does not offer good prospects, and it is becoming more difficult to induce qualified men to join the ranks of Inspecting officers.

3. The chief reason for discontent is that the number of posts in the higher section of the service is disproportionately small, so that the majority of the officers concerned are virtually debarred from reaching the higher grades. Of the thirty-one permanent appointments in the Provincial Educational Service eight are in the higher section (Rs. 400 to Rs. 700), but of these eight two are special appointments on fixed pay, which are usually held by Europeans, one is allotted to the Senior Inspectress of Schools, and one is reserved for a Vice-Principal of the Mayo School of Art who has still to be appointed. Hence there are actually only four higher posts open to Inspectors of Schools and Professors. Three of these are now held by the three native Inspectors of Schools, and one by the Professor of Mathematics in the Government College, Lahore. It is not possible, at present, for both the senior Inspector and the Professor, however long the latter may have served, to reach the maximum grade of pay, and one of these officers has to wait until the other vacates the grade.

4. With a view to improving the condition of the service and removing dissatisfaction the Lieutenant-Governor thinks that it is clearly necessary to increase the number and value of the appointments in what now constitutes the higher section of the service, so as to relieve the pressure in the lower grades; and five appointments have accordingly been added in that section, the number of appointments in the lower section being increased by one.

5. With reference to paragraph 3 of the letter under reply and to the suggestions for the improvement of Secondary Education made in Government of India, Home Department, letter no. 762, dated 10th October 1906, I am to invite the attention of the Government of India to the fact that in the Punjab there are now twenty-nine headmasterships in the Subordinate Educational Service on salaries ranging from Rs. 140 to Rs. 400, none in the Provincial Educational Service, and one—that of the Central Model School, Lahore—in the Indian Educational Service. His Honour is advised that the duties of the Head Master of the Central Model School are in some respects hardly so responsible and important as those of the Head Masters of the larger Government High Schools in the Province, while the status of all the Head Masters in the Subordinate Service is below that of the Assistant Inspectors of Schools. The two senior Head Masters in the Subordinate Educational Service, Lala Sundar Das Suri, M.A., and Mr. E. Tydeman, B.A., have been officiating for years in the higher appointments of the Provincial Service and in the Indian Educational Service, but are now about to revert to their substantive appointments in the Subordinate Service, in which they cannot expect further promotion in the

ordinary course, although District Inspectors of Schools in the grades of Rs. 140 and Rs. 160 of the same service are eligible for appointments in the Provincial Educational Service as Assistant Inspectors of Schools on an initial salary of Rs. 200 with a chance of promotion to Rs. 700.

6. Sir Louis Dane considers this arrangement to be anomalous and inconvenient, and he desires to better the status of Head Masters of schools by including a limited number of them in the higher service. He suggests, therefore, that one Headmastership be retained in the Indian Educational Service, but not necessarily reserved for the Central Model School, and that six Headmasterships be added to the cadre of the Provincial Educational Service, the number of appointments being increased by one in each grade from Rs. 500 downwards. The higher grades in the Subordinate Service would in that case be reduced by the removal of one appointment in each of the grades of Rs. 400, Rs. 350, Rs. 300 and Rs. 200 and two in the grade of Rs. 250.

7. Appointments to headmasterships in the Provincial Educational Service would then be made by selecting officers in the Subordinate Service who possess such qualifications as would fit them for holding other posts besides Headmasterships, whenever need should arise. His Honour is of opinion that Head Masters and inspecting officers should not be treated as separate divisions of the service, and that both classes of officers would benefit by an occasional interchange of duties. It is anticipated that this arrangement will strengthen the calibre of the Provincial Educational Service, and open out a wider field of employment to the members of that service, besides being a recognition of the importance of the services rendered by Head Masters.

8. I am further to explain that the transfer of all the higher grades of the Subordinate Service and the removal *en bloc* of the present incumbents to the Provincial Educational Service is, for the present, considered inadvisable, in view of the fact that some of the officers referred to are not qualified, by educational attainments or otherwise, for promotion to the higher service. It is proposed, therefore, to retain one appointment in each of the grades of Rs. 400, Rs. 350, and Rs. 300, three of the five in the grade of Rs. 250 and twelve of the thirteen in the grade of Rs. 200 in order to avoid restricting the prospects of the Head Masters who have only the Subordinate Service to look to. This will minimise the overlapping of the two services, to which objection may fairly be taken at present; and His Honour anticipates that at a future date it will be found possible to make further reductions in the higher grades of the Subordinate Service by similar transfers.

9. The statement attached shows the number of appointments in each grade of the Provincial Service which is proposed. While it is not considered absolutely necessary to rule that, in the service generally, particular appointments should carry particular rates of pay, the Lieutenant-Governor would, in practice, reserve the appointments in the grades of Rs. 700 and Rs. 600 for Inspectors and Professors. Excluding the appointments of Registrar, Education Department, and Superintendent, Reformatory School, Delhi, which carry fixed salaries of Rs. 500 and Rs. 400 per mensem, respectively, the remaining appointments in the grades of Rs. 500 and Rs. 400 would be distributed between the third Native Inspector of Schools, the third Professor, the senior Inspectress of Schools, the Vice-Principal, Mayo School of Art, and the Head Masters of two Government Secondary Schools.

As regards one of the additional appointments in the grade of Rs. 500, I am to refer to the correspondence ending with Punjab Government, Home (Education) Department, letter no. 566-S., dated 17th August 1908.

The increase by one in the number of appointments in what now comprises the lower section of the Service is accounted for by an increase of two appointments in the higher section, the addition of four headmasterships, and the proposed removal from the Provincial Educational Service of one of the posts of Vice-Principal, Mayo School of Art. In the correspondence ending with Government of India, Home Department, endorsement no. 655, dated 31st August 1906, an appointment on Rs. 400 per mensem for a second Vice-Principal of

the Mayo School of Art was sanctioned, but as this Government has not yet been able to secure the services of a qualified candidate in India, the Lieutenant-Governor proposes that the sanctioned post of Vice-Principal on Rs. 400 be allowed to remain, and that the post of the second Vice-Principal in the grade of Rs 300 be abolished.

10. Sir Louis Dane does not consider it necessary to make any change in regard to the personal allowances sanctioned in Mr. Marris's letter no. 259, dated 25th March 1904, but he strongly recommends a reconsideration of the proposal made in paragraph 7 of Mr. Bell's letter no. 55-S., dated 28th July 1902, and rejected in Mr. Nathan's letter no. 775, dated 8th September 1904, *vis.*, that the Provincial Educational Service be divided into two distinct classes—appointments in the grades of Rs. 400 and above constituting class I—so that officers in class II would occasionally be given the benefit of acting allowances.

11. The "present scale" given in the attached statement has been verified by the Accountant-General, Punjab. The proposed scale, it will be observed, involves an increased monthly expenditure of Rs. 3,200 from which must be deducted a sum of Rs. 1,750 as a saving due to the reduction of six appointments in the Subordinate Service. The net increase of expenditure will therefore be Rs. 1,450 per mensem, or Rs. 17,400 per annum.

*Statement of proposition for the revision of the Provincial Educational Service,
Punjab.*

PRESENT SCALE.			PROPOSED SCALE.		FINANCIAL RESULT.		
No.	Designation.	Pay.	Number of appointments proposed in each grade.	Pay.	Increase.	Decrease.	Total increase.
					Per men-sem.	Per men-sem.	Per men-sem.
		Rs.		Rs.	Rs.	Rs.	Rs.
HIGHER SECTION.			CLASS I.				
1	Inspector of Schools ...	700	2 Appointments on Rs. 700 each.	1,400	700	...	...
1	Ditto ditto ...	600	2 Appointments on Rs. 600 each.	1,200	600	...	...
1	Reigstrar, Education Department (a).	500	} 4 Appointments on Rs. 500 each.	2,000	500	...	...
1	Professor, Government College	500					
1	Second Professor, Government College (b).	500					
1	Inspectress of Schools ...	400					
1	Inspector of Schools ...	400	} 6 Appointments on Rs. 400 each.	2,400	800	...	...
1	Superintendent, Reformatory School (a).	400					
1	Vice-Principal, Mayo School of Art.	400					
9	...	...	14				
LOWER SECTION.			CLASS II.				
2	Assistant Professors on Rs. 350 each.	700	} 5 Appointments on Rs. 350 each.	1,750	700	...	...
1	Assistant Inspector of Schools	350					
1	Junior Inspectress of Schools	300					
1	Reporter on Books ...	300	} 6 Appointments on Rs. 300 each.	1,800	300	...	...
2	Assistant Inspectors of Schools on Rs. 300 each.	600					
1	Vice-Principal, Mayo School of Art.	300					
4	Assistant Inspectors of Schools, on Rs. 250 each.	1,000					
1	Assistant Professor ...	250	} 6 Appointments on Rs. 250 each.	1,500	...	...	...
1	Assistant Superintendent, Central Training College.	250					
4	Assistant Professors, on Rs. 200 each.	800	} 8 Appointments on Rs 200 each.	1,600	...	400	...
1	Additional Assistant Professor (b).	200					
5	Assistant Inspectors of Schools, on Rs. 200 each.	1,000					
24	...	...	25				
33	Appointments ...	10,450	39 Appointments	13,650	3,600	400	3,200

(a) These appointments carry a fixed pay.

(b) These are at present temporary appointments sanctioned by the Local Government.

No. 97M.—6E-8, dated Maymyo, the 30th April 1908.

From—D. SHEARME, Esq., I.C.S., Secretary to the Government of Burma,

To—The Secretary to the Government of India, Home Department.

I am directed to acknowledge the receipt of your letter no. 7 (Education), dated the 2nd January 1908, concerning the Provincial Educational Service.

2. The Director of Public Instruction who has been consulted reports that there is not any marked dissatisfaction among the members of the Provincial Educational Service in Burma. The Service has only recently been constituted and none of the members on progressive pay has attained the maximum pay of his appointment. At the same time, while believing that there is no general dissatisfaction such as is suggested in your letter, Mr. Covernton is of opinion that the pay and prospects of the members of the Provincial Educational Service are not so good as those of members of other Provincial Services and he suggests that steps should be taken to improve them. A copy of the Director's letter (no. 16706—21E.-23, dated the 27th February 1908) is submitted for the information of the Government of India.

3. The Lieutenant-Governor accepts the Director's opinion, which is in accordance with the results of his own observation, that there is no special feeling of dissatisfaction among the members of the Provincial Educational Service as a whole. At the same time, he is disposed to agree with the Director that there is room for improvement in the pay and prospects of the Service. He doubts whether the attractions of the Service are sufficient to secure the most highly educated and best qualified candidates for public employment. In Burma, the other Provincial Services, especially the Provincial Civil and Judicial Services, offer a more promising career and are more eagerly desired. Not only is the minimum and maximum pay higher but there are special appointments which an officer of these Services can obtain and to which no parallel exists in the Provincial Educational Service. His Honour therefore agrees that it is not necessary or desirable to await the presence of dissatisfaction and discontent and he is of opinion that it would be better to improve the status of the Service before those symptoms are apparent.

4. At present, the permanent appointments included in the Provincial Educational Service are as follows :—

	Rs.
One Junior Lecturer, Rangoon College	500—700
One Headmaster, Engineering School	500—700
One Junior Lecturer, Rangoon College	300—600
One Headmaster, Rangoon Collegiate School	400—500
One Headmaster, High School, Moulmein	400
One Junior Lecturer, Rangoon College	300—500
Six Assistant Inspectors	300—400
One Editor, Vernacular Text Books	350
One Technical Instructor, Engineering School	300—350
One Headmaster, Reformatory School	200—250

The highest appointments are on a maximum pay of Rs. 700 and require special qualifications. It is unlikely that any of the incumbents of the junior appointments would possess the qualifications required for either of these posts. Unless and until, therefore, one or more of the Inspectorships is transferred to the Provincial Educational Service no officer of that Service, unless he is a Lecturer at the Rangoon College or the Headmaster of the Engineering School, has any prospect of rising to more than Rs. 500 a month. It seems necessary to provide better prospects if the efficiency of the Service is to be assured. In the Lieutenant-Governor's opinion, the lowest pay of an officer of a Provincial Service should be Rs. 300 a month. That is the dividing line between Provincial and Subordinate Services in the Executive and Judicial branches and it marks

the distinction between appointments which require the sanction of the Government of India and those which can be created by the Local Government. It is true that there are appointments in the Subordinate Educational Service of which the pay exceeds Rs. 250 a month. In accordance with the principles already laid down, which are not, it is understood, open to discussion, and in view of the fact that the distinction between the Provincial and Subordinate Educational Services depends mainly on the nature of the appointment, this is unavoidable.

5. In order that the pay and prospects of officers of the Provincial Educational Service may be improved, the Lieutenant-Governor recommends the adoption of the plan proposed by the Director of substituting a time-scale of pay for members of the Provincial Educational Service except those holding special appointments and the grant of personal allowances. Except the Junior Lecturer in English and the Headmaster of the Engineering School, who should remain on their present pay of Rs. 500 to Rs. 700, His Honour proposes that all officers of the Provincial Educational Service should be paid at the rate of Rs. 300—20—500 a month; that after fifteen years' service, each of these officers, including the two mentioned above, should receive a personal allowance of Rs. 100 a month; and 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. This is, with slight modification, the scheme proposed by the Director of Public Instruction. It would enable all officers to rise in course of time to Rs. 600 a month and would give all a prospect of rising to Rs. 800. If this plan is adopted, it should be laid down that the personal allowance of Rs. 100 a month after 15 years' service might be withheld or withdrawn for unsatisfactory work and it might be ruled that officers whose pay is Rs. 500—700 a month should not be eligible for the special personal allowance of Rs. 100—200.

6. As regards officers at present in the Provincial Educational Service, the Lieutenant-Governor would restrict the Editor of Vernacular Text Books and the Headmaster of the Reformatory School to their present rates of pay. The pay of the present Headmaster of the Rangoon Collegiate School and that of the Junior Lecturer in Mathematics (Rs. 300—600) would remain as at present. The pay of the Headmaster of the High School, Moulmein, would be raised to Rs. 400—20—500; of the Assistant Inspectors to Rs. 300—20—500; and of the Technical Instructor of the Engineering School to Rs. 300—20—500. In the case of the two last-named officers, their service for increments should be reckoned from the date of their first appointment to their present posts. In the case of all officers at present in the Provincial Educational Service, their service for personal allowances, ordinary and special, should be reckoned also from that date.

7. It may be objected that if it is possible to obtain an efficient Editor of Vernacular Text Books, Headmaster of the Reformatory School, or Technical Instructor on lower rates of pay, it is not necessary to revise their salaries either now or on the occurrence of vacancies. To this objection, it may be answered that in the case of the two officers first mentioned it has been found necessary to grant them personal allowances; and that an improvement in the position and prospects of the Provincial Educational Service in general is considered necessary. The Lieutenant-Governor has grave doubt whether it will be possible to obtain suitable incumbents for any of these posts at the present rates of pay on the occurrence of vacancies. Each of these appointments is very important and requires special qualifications for the successful discharge of its functions.

8. The Lieutenant-Governor does not consider it desirable to transfer any of the posts at present in the Provincial to the Subordinate Educational Service. He does not understand how such a course would conduce to the end in view, namely, the raising of the status and the improvement of the popularity of the Provincial Service. The reduction in the number of posts would render appointment to the Service more difficult of attainment, a result which is to be deprecated. At the same time, as at present advised, His Honour does not recommend the addition of any more appointments to the Provincial Educational Service. The question of placing the Headmasters of Normal Schools in that Service is under

consideration and if necessary a separate recommendation on that subject will be submitted. The Lieutenant-Governor is entirely averse from the Director's proposal to place the Superintendent of his office in either the Provincial or the Subordinate Educational Service. There seems to be no valid reasons in support of that suggestion.

9. If, hereafter, as the Lieutenant-Governor hopes, it may be found possible to transfer one or more posts of Inspectors of Schools to the Provincial Service, the pay to be allotted to the Inspector will doubtless be settled in accordance with precedent.

10. The Lieutenant-Governor concurs with the Director in earnestly deprecating the proposal to declare the Principalship of a College open to the Provincial Educational Service. It is never likely that an officer of that Service will be qualified for the appointment and to declare it open to the Provincial Educational Service without the intention of selecting an officer of that Service for it would merely raise hopes which could not be realized. The arguments against the proposal seem to His Honour to be sound. The Lieutenant-Governor would declare the office of Assistant Director of Public Instruction open to the Provincial Service. This is a post for which an officer of that Service might well be eligible, His Honour proposes that a local allowance of Rs. 100 a month should be attached to this office when held by a member of the Provincial Educational Service. The position is one of much importance and could but rarely be entrusted to a member of the Provincial Service. It is reasonable that the appointment should be distinguished from those ordinarily held by Provincial Officers. The addition of a local allowance would also provide one post of which the pay might rise to Rs. 900 a month which Provincial Officers could attain. It would thus be similar to the Deputy Commissionerships and District Judgeships open to members of other Provincial Services.

11. The financial effect of these proposals would be an increase of Rs. 1,603-5-4 a month, as shown in the enclosed proposition statement which has been verified by the Accountant-General. It is impossible to provide for this increase in the current year but it may be possible to do so in the year 1909-10. I am therefore to solicit that these proposals may be sanctioned with effect from 1st March 1909 or the subsequent date from which funds can be provided.

STATEMENT OF PROPOSITION FOR REVISION OF ESTABLISH-
MENT.

Statement of Proposition for

ORDER SANCTIONING PRESENT ESTABLISHMENT.		Office to which the proposition refers.	PRESENT SCALE.						NATURE OF
			No.	Designation.	Pay.			Average cost.	
No.	Date.	No.			Designation.	Minimum.	Increment.		Maximum.	Average cost.
1	2	3	4	5	6	7	8	9	
					Rs.	Rs.	Rs.	Rs. A. P.	
		Provincial Educational Service, Byma.	1	Junior Lecturer, Rangoon College ...	500	40	700	633 5 4	
			1	Headmaster, Insein Engineering School	500	40	700	633 5 4	
			1	Headmaster, Rangoon Collegiate School	400	20	500	466 10 8	
			1	Headmaster, Government High School, Moulmein.	...	...	400	400 0 0
			1	Junior Lecturer, Rangoon College ...	300	40	500	433 5 4	
			1	Junior Lecturer, Rangoon College ...	300	50	600	496 10 8	
			6	Assistant Inspectors of School ...	300	20	400	2,200 0 0	
			1	Editor, Vernacular Text Books ...	...	...	250	250 0 0
				Personal Allowance ...	...	...	50	50 0 0
			1	Technical Instructor, Insein Engineering School.	300	10	350	333 5 4	
			1	Headmaster, Insein Reformatory School	300	10	250	233 5 4	
				15	Total	6,130 0 0

* Also draws an allowance of Rs. 100 per mensem for supervising examination papers.

Revision of Establishment.

CHARGE.					PROPOSITION								ORDERS OF THE GOVERNMENT OF INDIA.				
PROPOSED SCALE.					PERMANENT.				TEMPORARY.				Local Government's recommendation.				
No	Designation.	Pay.			Average cost.	Increase per month.		Decrease per month.		Increase per month.		Decrease per month.		Grounds of proposition.	HOME DEPARTMENT.		FINANCIAL DEPARTMENT.
		Minimum.	Increment.	Maximum.		Amount.	Amount.	Period.	Amount.	Period.	Amount.	Period.	Remarks.		Remarks.	Orders.	
20	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	
		Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.			Rs.		Rs.						
1	Junior Lecturer, Rangoon Coll'ge.	500	40	700	633 5 4	..											
2	Headmaster, Insein Engineering School.	500	40	700	633 5 4	..											
13	Officers ...	200	20	500	5,033 5 4	..											
	† Elve personal allowances...	...	...	100	500 0 0	..										
	Two personal allowances ...	100	20	200	333 5 4	..											
15	Total	...	...	...	7,733 5 4	1,663 5 4										

† Estimated number of officers drawing personal allowances after 15 years' approved service.

No. 16706—21E.-23, dated the 27th February 1908.

From—J. G. COVERNTON, ESQ., M.A., Director of Public Instruction, Burma,
To—The Secretary to the Government of Burma.

With reference to your letter no. 634—6E.-8, of 16th January 1908, enclosing copy of letter no. 7 of 2nd January 1908, from the Deputy Secretary to the Government of India to the Chief Secretary to the Government of Burma, I have the honour to report as follows :—

2. The present members of the Provincial Educational Service in Burma have not as a body manifested any special signs of discontent. Individuals may have had or still have their personal grievances or grounds of dissatisfaction but these are usually based upon their own particular circumstances rather than upon the general conditions of the service. In this connection it may be noted that the Provincial Educational Service in Burma is a comparatively recent institution* and that certain of its present members have been appointed to it from the Subordinate Educational Service. Such have therefore an improved position as regards status, if not in all cases as regards pay, which they had no assurance of attaining when they originally joined the department. Others who were appointed to educational posts under Government before the department was formally divided into the three services 'Indian,' 'Provincial,' and 'Subordinate' and who might in other Provinces have been relegated to the Subordinate Educational Service have been similarly benefitted by the present classification.

Note.—(As a separate branch of the Education Department it was sanctioned in 1904.)

3. On the other hand as a service and apart from particular individuals belonging to it, the Provincial Educational Service can scarcely be regarded as altogether satisfactory. As at present constituted it comprises 15 posts ranging in pay from Rs. 500—700 to Rs. 200—250. It includes 4 Lecturerships at the Government College, Rangoon (one however being a temporary post), 6 Assistant Inspectorships (to which one may shortly be added, namely, the Assistant Inspector in Pali), one independent Headmastership (namely, that of the Engineering School, Insein), 2 subordinate Headmasterships (*i.e.*, at the Government High Schools, Rangoon and Moulmein) each of which is subordinate to the respective Principalship in the Indian Educational Service, the Superintendentship of the Reformatory, Insein, and the Editorship, Vernacular Text Books. The service is not graded and the pay is in most cases incremental. Assistant Inspectors can and not infrequently do act for Inspectors in the Indian Educational Service: similarly Headmasters may officiate for Principals or as Inspectors in the latter service. But apart from such officiating appointments, which in the nature of things are casual and temporary, promotion is scarcely possible outside the limits of the incremental pay attached to the several posts. The duties of the various appointments are of a very desperate character so that it seldom happens that an officer serving in one capacity can look for promotion in another of a different class. Thus an Assistant Inspector or subordinate Headmaster is not likely to be suitable as a Lecturer in a special subject at the College nor can a Mathematical Lecturer reasonably expect to be promoted to the post of Lecturer in English. Broadly speaking, one may say that while the incremental character and the actual amount of the pay in each case have been decided with a view to these conditions and to the nature of the work required from each officer, the fact remains that substantive promotion beyond the incremental limits is almost if not entirely impracticable. Lastly there are the considerations that the service includes no post above Rs. 700, that in no appointment is even this salary payable throughout an incumbent's tenure, that posts of Rs. 400 and upwards below Rs. 700 are relatively few in comparison with similar posts in other Provincial services, and that for members of the Provincial, Civil and Judicial Services there are prizes open which range from Rs. 800—1,000 (for Judges) and Rs. 1,000—1,200 and Rs. 1,600 for Deputy Commissioners (*vide* Civil List, page 65), attractions corresponding to which in the Education Department are (so far as the Provincial officer is concerned) conspicuous by their absence: on the other hand certain appointments which in themselves are such as a Provincial Educational Service man might suitably hold and which in other Provinces are assigned to that service, have been relegated in Burma to the Subordinate Educational Service. The net result undoubtedly is

that persons of superior education, belonging to this Province and eligible by capacity and qualification for appointment in the Provincial Educational Service, prefer other services in which the average level of pay is higher and the chances of promotion are more frequent and more certain. Obviously this condition of affairs is unfavourable to the Education Department as a whole and to the cause of education generally.

3 On the other hand the Provincial Educational Service, at any rate in Burma, is (as I have already indicated) not a "water-tight compartment" cut off from the Indian Educational Service above and the Subordinate Educational Service below. Cases of transfer to the Indian Educational Service are not absolutely impossible and on the other side men who have entered the Subordinate Educational Service and have been successful therein look to certain appointments in the Provincial Educational Service as the natural culmination of their career. This is peculiarly the case with Deputy Inspectors and the better teachers in Government Anglo-Vernacular Schools. It follows therefore that the Provincial Educational Service can hardly be treated in the abstract or regarded as a self-contained entity the qualifications for which are *sui generis*. It is true that in the Government Resolution issued by the Government of India on 23rd July 1896, touching the reorganization of the Educational Department, the Provincial Service was classed with the Indian Educational Service as a 'superior' service and as such was distinguished from the Subordinate Service. But so long as no clear-cut distinctions of qualification or social status exist between officers at the top of the Subordinate Educational Service and a number of those in the Provincial Educational Service and so long as the exigencies and accidents of administration entail the transfer of men from one service to the other it is not desirable to exalt the Provincial Educational Service unduly above the Subordinate Educational Service. It would be still more undesirable to give countenance to the idea that officers in the Subordinate Educational Service are, *ipso facto*, ineligible for transfer to the Provincial Educational Service or that appointments in the latter are usually to be conferred on men fresh from College or new to the department. Yet even as a culmination to a career in the Subordinate Educational Service the Provincial Service, though not altogether void of attraction to men in the lowest branch of the department, is nevertheless capable of improvement; *e.g.*, at present a Deputy Inspector, however experienced and well qualified, cannot at present hope to become an Inspector. On the other hand in the case of young men with good qualifications appointed direct to tutorial posts in the Provincial Educational Service, if they are to be induced to remain and to devote their best energies to their work, some increased inducements appear necessary. Vacations indeed are a consideration but not the only one: there are others of opposite effect. Life in general in Burma is not conducive to arduous literary or scientific studies; Rangoon is in no true sense an academic centre and opportunities and conveniences for research or self-culture are not of the most abundant. Teachers in the Education Department no doubt enjoy vacations but they are not allowed privilege leave. They may get examination fees, but such fees are for additional work and the same privilege is conceded to members of other services.

4. The relative position and circumstances of the Indian Educational Service and Provincial Educational Service have also to be considered. Officers of the Indian Educational Service in Burma are of British descent and education and have been selected in Great Britain. Now the Provincial Educational Service should not be more favourably situated than the Indian Educational Service, and when the extra expenditure that life in Burma entails upon officers recruited from Great Britain is taken into account, this contingency is by no means so unlikely as might at first sight appear. A married officer serving in the Provisional Educational Service on Rs. 500 per mensem and domiciled with his family in Burma (especially if he be a Burman or Indian) is at least as well off as any British Officer in the Indian Educational Service who on Rs. 1,000 per mensem has to maintain a family at home, to live up to a social standard higher than that of the Provincial Educational Service Officer, and for the sake of health and efficiency to make costly voyages between England and this country.

5. Merely to grade the Provincial Service within the present range of pay would be of no advantage. At present within their incremental limits most men are reasonably sure of some promotion. Were the incremental pay abolished

and grades established they would have "to wait for dead men's shoes" for any promotion. I have already discussed in detail in my no. 8457—24E.-8, of the 4th October 1906, the difficulties involved in the application of the graded system to the Provincial Educational Service and in its no. 395—1E-2 (paragraph 7), of 10th August 1907, the local Government expressed concurrence in my view. I need not repeat what I have said but I would emphasize the disparity in kind that characterizes the posts comprised in the Provincial Educational Service and the fact that it cannot be assumed that all officers of the Provincial Educational Service as at present constituted are equally suitable for any particular vacancy. To reduce the service by transferring some of the minor appointments to the Subordinate Educational Service (as suggested in the letter of the Government of India) would not lessen the difficulties of gradation in so far as the Provincial Educational Service in Burma is concerned. In a Provincial Service like ours containing so few appointments a strictly graded scheme based upon a fixed scale of pay and seniority would involve insuperable complications in connection with the filling of certain vacancies.

6. If, however, grades are held to be essential in any well-regulated Provincial Service it might seem a preferable arrangement to distribute the grades in accordance with the importance, responsibility and general conditions of the posts concerned. Thus the first grade might cover the Lecturership in English at the Government College, the Headmastership of the Engineering School, Insein, and an Inspectorship transferred from the Indian Educational Service. Another would include the other College Lecturerships and the Subordinate Headmastership of the Government Schools at Rangoon and Moulmein. A third grade would comprise the Assistant Inspectors and a fourth the remaining appointments. These grades, however, which are named in a descending order, would merely represent a rearrangement upon paper, nor would the present difficulties besetting promotion be removed by their institution. In fact if the incremental rates of pay were abolished simultaneously with the establishment of grades these difficulties would be increased.

7. Another system which suggests itself is that which has been adopted in the Indian Educational Service, namely, to fix a time limit within which all officers whose work is approved should reach a reasonable maximum of pay, an allowance being granted after a further period to all those whose conduct and efficiency have been continuously and markedly good, and certain special allowances being provided for officers whose duties and merits justify special consideration. The substantive maximum might be fixed at Rs. 500. This figure would correspond (and not unfairly if the circumstances set forth in paragraph 4 are borne in mind) with the limit of Rs. 1,000 prescribed for the Indian Educational Service. It would also be sufficiently high above the general level of pay in the Subordinate Educational Service to differentiate the Provincial Educational Service therefrom without unduly exalting it over the lower service. The downward limit of pay and the period in which the maximum was to be reached might be set respectively at Rs. 250 (as Rs. 500 is the basis in the Indian Educational Service) and 10 years. The increments should be at the rate of Rs. 25 per mensem per annum. Thus an officer commencing on Rs. 250 would be entitled (should his work have been approved) to Rs. 500 per mensem in his eleventh year of service. After 15 years of service those whose work and conduct had been continuously and markedly good should be eligible for an allowance of Rs. 100 per mensem. Two special allowances (each of Rs. 100—10—200) should also be awarded apart from consideration of seniority to officers whose qualifications and duties rendered such extra remuneration desirable. These special allowances should be tenable with the ordinary allowance of Rs. 100 payable after 15 years of service. In this way at the top of the Provincial Educational Service two opportunities of obtaining emoluments aggregating Rs. 800 per mensem would be afforded while the general level of substantive pay would be sensibly but not excessively increased.

8. Personally I consider a system such as that outlined in the preceding paragraph distinctly preferable to any scheme of grades that has come under my notice, and I would strongly commend it to the favour of Government. The cost of the new in comparison with that of the old arrangement is exhibited in a statement appended to this letter. The present position of the Provincial

Educational Service is shown in the first part of the statement. The second section shows the future cost of the Provincial Educational Service under the present system in the Budget estimate of 1903-09. This includes certain new appointments for which sanction has already been given. In my no. 11737—21E-3 of 15th November 1907, to your address, and in previous correspondence I have urged the importance of raising the status and pay of the Headmasters of Government Anglo-Vernacular Normal Schools and have suggested that these officers should be members of the Provincial Educational Service. I understand that Government is disposed to view the suggestion favourably. I have therefore borne these officers in mind, when fixing the number of appointments required for the Provincial Educational Service under the new system. I need not point out that their inclusion in the Provincial Educational Service will be compensated for by a reduction in the cost of the Subordinate Educational Service. If the scheme now put forward is approved the detailed proposals regarding the pay of the Headmasters of Normal Schools that were contained in my no. 11737 would of course be superseded since these officers would be treated on the same lines as other members of the Provincial Educational Service. As regards other appointments now in the Subordinate Educational Service, the holders of which might be selected for the Provincial Educational Service, two only need be considered, namely, the Headmastership of the Government European School, Maymyo, and the Superintendship of the office of the Director of Public Instruction. If a Principal in the Indian Educational Service is not to be appointed to the Maymyo School the Headmastership should be held by a member of the Provincial Educational Service. In connection with the post of Superintendent in my office it may be noted that in Bombay and Madras the equivalent appointments are held by officers of the Provincial Educational Service. This arrangement has a good deal to be said in its favour. I would point out that here in Burma Superintendents in the Secretariat offices, General and Public Works Department, are officers of such standing while Superintendents of Commissioners' offices rank, I understand, as Extra Assistant Commissioners in the Provincial Civil Service. Hence I submit that it is very desirable that the person on whom devolves the practical management and supervision of so important an office as that of the Director of Public Instruction should be superior in status to the ordinary clerical establishment. In order to attract natives of good position and education to the Provincial Educational Service and to encourage the native inspecting staff one Inspector should be appointed from the Provincial Educational Service. One special allowance of Rs 100—10—200 would naturally fall to him and if he were in receipt of the maximum pay *plus* the ordinary allowance of Rs. 100 he would be enabled to rise to Rs 800 before retirement. Lastly, the letter of the Government of India has raised the question of the eligibility of members of the Provincial Educational Service for the appointments of Principal of the Government College and Assistant Director of Public Instruction. I have dealt with both points below and need only remark here that I do not consider that either post should be transferred to the Provincial Educational Service.

9 Under a scheme of the kind now proposed the number of appointments to be included in the Provincial Educational Service must be fixed but it is not essential to assign particular posts to the service since its members would be receiving personal pay and could be put to the particular work for which each was fitted. As the present members retired their places would be filled either by transfers from the Subordinate Educational Service or by the appointment of young men from without the department. Officers transferred from the Subordinate Educational Service would be dealt with in the manner indicated below in paragraph 10 (a). Men newly appointed to the service would, of course, start on the minimum, whatever the particular post they might hold. The number of appointments to be comprised in the Provincial Educational Service may be fixed at 20 or if the Headmaster of the Government European School, Maymyo, and the Superintendent of the Director of Public Instruction's office are to be included, at 22. The 20 officers required would ordinarily be distributed among the following posts :—

One Inspectorship.

Seven Assistant Inspectorships.

Four Lecturerships at the Government College.

- Five Masterships in Government Anglo-Vernacular High or Normal Schools.
 One Editorship Vernacular Text Books.
 One Superintendentship of the Reformatory, Insein.
 One Headmastership of the Government School of Engineering, Insein (a special post to be held on the pay recently sanctioned).

10. Certain particulars remain for explanation :—

- (a) Transfers of officers to the Provincial Educational Service from the Subordinate Educational Service. Members of the latter should be eligible for transfer to the former service. When appointed to the Provincial Educational Service they should serve for one year on the Subordinate Educational Service pay received at time of transfer, if it exceeded Rs. 250. After one year's service in the Provincial Educational Service should they be eligible for the ordinary increments of Rs. 25 per mensem. If in any case the Subordinate Educational Service pay at time of transfer were below Rs. 250 promotion to the latter figure should be granted.
- (b) The post of Headmaster of the Engineering School, Insein, might be difficult to fill under the proposed scheme. It would be preferable to classify the appointment separately as a special one (as is done with the Engineering College, Madras). The pay could remain at the rate recently sanctioned by Government and the status of the Headmaster would be that of a Provincial Service Officer.
- (c) The cost of the Headmastership of the Chiefs' School, Taunggyi, is met from the Provincial Educational budget (*vide* Secretary's letter no 648—1E.-16, of 18th September 1906) but (though it has been wrongly entered in the Provincial Educational Service in certain departmental lists) the appointment does not belong to any of the Educational services, being a political one. It is presumed that this arrangement will continue.
- (a) The present members of the Provincial Educational Service would continue in this service until the time came for them to retire. They should be granted the benefits of the new arrangement in all cases where their work and conduct justified the concession, each case being dealt with on its own merits. The large majority would be entitled to favourable consideration in this connection: those who could not be recommended would continue upon their present scales of pay. The Headmaster of the Engineering School, as already explained, would receive the pay recently sanctioned by Government.

11. I cannot recommend that the Principalship of the Government College, Rangoon, should be thrown open to the Provincial Educational Service. If officers of the Indian Educational Service trained in Great Britain and of British descent are considered necessary as Principals of the chief Government Anglo-Vernacular schools, *a fortiori* an officer of the same class is requisite for the Government College. The Principalship of the one Government College in the Province is a post which demands other qualifications than mere learning or official experience. Knowledge of the world (according to the best sense of the phrase) in combination with a genuine capacity for management and command, acquaintance with other academic systems and ideals besides those of India and Burma, and a natural ability to appreciate and in his own sphere to enforce the methods and aims of British administration in this country are (I would respectfully submit) desiderata in a Principal no less than a sufficiency of literary or scientific attainments, a proper sympathy with the students and a reasonable amount of local experience. The Provincial Educational Service may from time to time hereafter present an example of the latter combination, but among its members the first set of qualifications can scarcely if ever be realized in company with the second. Moreover if a member of the Provincial Educational Service were appointed to rule the college he would be placed in command of men belonging to a superior service and probably possessed of higher qualifications than his own. Friction and difficulties would ensue, while the social relations of the officers directly concerned

would also become complicated. Such a situation could not but react adversely not only upon the College but also upon the position and prospects of the Indian Educational Service which in the best interests of education in this Province it is most desirable not to prejudice.

12. The post of Assistant Director of Public Instruction stands on a different footing. It requires a sound knowledge of official routine, inspection work and administration. An Inspector in the Provincial Educational Service might therefore be well fitted for the post, especially if he had at some time worked in a school or college. To assign the place, however, exclusively to the Provincial Educational Service would be to limit the field of selection needlessly and injudiciously. It would be enough to admit the eligibility of officers in the Provincial Educational Service for appointment as Assistant Director of Public Instruction. A special allowance would not ordinarily be necessary since the incumbent would draw the salary and allowance to which his position in the Provincial Educational Service entitled him. If, however, owing to lack of seniority or to the prior right of another officer to the special allowance, the incumbent's emoluments proved inadequate, an allowance of (say) Rs. 100 per mensem might be found from the savings effected on the pay of the post as an Indian Educational Service appointment. In no case should his emoluments inclusive of this allowance exceed Rs. 800.

Present position of the Provincial Educational Service as it now stands.

	(Pay)
	Rs.
One Assistant Inspector of Schools, Northern Circle ...	300—400
One Assistant Inspector of Schools, Central Circle ...	300—400
One Assistant Inspector of Schools, Southern Circle ...	300—400
One Assistant Inspector of Schools, Western Circle ...	300—400
One Assistant Inspector of Schools, Eastern Circle ...	300—400
One Assistant Inspector of Normal Schools and European Education.	300—400
One Junior Lecturer in English at the Rangoon College ...	500—700
One Junior Lecturer in Mathematics at the Rangoon College	300—500
One Junior Lecturer in Pali at the Rangoon College ...	300—500
One Assistant Lecturer in English (temporary) at the Rangoon College.	300
One Headmaster, Collegiate School, Rangoon ...	400—500
One Headmaster, Reformatory School, Insein ...	200—250
One Headmaster, Government High School, Moulmein ...	400
One Editor, Vernacular School Text Books ...	250 + P. A 50 + S. A. 100
One Headmaster, Government School of Engineering, Insein	300

Financial position of Provincial Educational Service Officers as provided in the Provincial Budget Estimate for the year 1908-09.

	Average cost.			Pay on 1st April 1908.	Allotment made in the Provincial Budget for 1908-09.
	Rs.	A.	P.	Rs.	Rs.
One Assistant Inspector of Schools, Northern Circle (Rs. 300—400).	336	10	8	380	4,560
One Assistant Inspector of Schools, Central Circle (Rs. 300—400).	336	10	8	300	3,600
One Assistant Inspector of Schools, Southern Circle (Rs. 300—400).	336	10	8	300	3,600
One Assistant Inspector of Schools, Western Circle (Rs. 300—400).	336	10	8	380	4,560
One Assistant Inspector of Schools, Eastern Circle (Rs. 300—400).	336	80	8	300	3,600
One Assistant Inspector of Normal Schools, European Education (Rs. 300—400).	336	10	8	380	4,560
*One Pali Assistant Inspector (Rs. 300—400) ...	336	10	8	300	3,600
One Junior Lecturer in English at the Rangoon College (Rs. 500—700).	633	5	4	620	7,440
One Junior Lecturer in Mathematics at the Rangoon College (Rs. 300—500).	433	5	4	460	5,520
One Junior Lecturer in Pali at the Rangoon College (Rs. 300—500).	433	5	4	380	4,560
*One Assistant Lecturer in Mathematics at the Rangoon College (Rs. 300).	300	0	0	300	3,600
One Assistant Lecturer in English (temporary) at the Rangoon College (Rs. 300).	300	0	0	300	3,600
One Headmaster, Collegiate School, Rangoon (Rs. 400—500).	466	10	8	500	6,000
One Superintendent, Reformatory School, Insein (Rs. 200—250) + P.A. Rs. 50.	283	5	4	300	3,600
One Headmaster, Government High School, Moulmein (Rs. 400).	400	0	0	400	4,800
*One Headmaster, Government Normal School, Mandalay (Rs. 350—10—400).	383	5	4	350	† 3,600
*One Headmaster, Government Normal School, Moulmein (Rs. 325—5—350).	341	10	8	325	† 3,600
*One Headmaster, Government Normal School, Rangoon (Rs. 300—5—325).	316	10	8	300	† 3,600
One Editor, Vernacular School Text Books (Rs. 250 + P.A. Rs. 50 + S.A. Rs. 100).	400	0	0	400	4,800
One Headmaster, Government School of Engineering, Insein (Rs. 500—700).	633	5	4	500	6,000
Total ..	7,891	10	8		7,475 per mensem.

* Not in Provincial Educational Service at present, but proposals have already been sent up for inclusion in Provincial Educational Service.

† These are according to the allotments made in the Provincial Budget Estimate for the year 1908-09. If the proposal for their inclusion in Provincial Educational Service is sanctioned there will be a decrease in the cost of Subordinate Educational Service.

Financial position as per proposed scheme is as follows :—

		(Average cost.)						
		Rs. A. P.			Rs. A. P.			
(a)	19 appointments at (Rs. 250—25—500 ...	402	12	5	each	7,652	11	11
(b)	6 allowances at (Rs. 100) ...	100	0	0	each	600	0	0
(c)	2 special allowances at (Rs. 100—10—200)...	161	1	9	each	322	3	6
(d)	1 appointment at (Rs. 500—700)	633	5	4		633	5	4
Total						9,208	4	9
 (e) Appointment of one Provincial Educational Service Officer in the Indian Educational Service—								
	Indian Educational Service	905	9	10	}	402 15 5		
	Provincial Educational Service	502	10	5				
	Less the difference	402	15	5				
Total						8,805	5	4 per mensem.

GOVERNMENT OF EASTERN BENGAL AND ASSAM.

EDUCATION DEPARTMENT.

No. 1144-E., dated Shillong, the 18th May 1908.

From—The HON'BLE MR. P. C. LYON, C.S.I., I.C.S., Chief Secretary to Government,

To—The Secretary to the Government of India, Home Department.

I am directed to refer to Mr. Fell's letter no. 8 (Edn.), dated the 2nd January 1908, which makes suggestions for the improvement of the pay and prospects of the members of the Provincial Educational Service.

2. As regards the initial question, I am to say that there exists a feeling of dissatisfaction, which is of old standing, in the service, but that this feeling is not of a very serious character or sufficiently strong to deter distinguished graduates who have a taste for an educational career from entering the service. Apart from the question of feeling, His Honour is of opinion that the requirements of the new University Regulations and the generally higher standard of work which is now expected from educational officers justify some reconsideration of the terms of their employment.

3. The most important concessions that have been suggested are :—

- (1) the creation of a grade on Rs. 800, and the abolition of the grade on Rs. 350, and
- (2) a regrading of the cadre.

As regards the first of these concessions, the correspondence ending with the letter from the Government of India, no. 776, dated the 8th September 1904, shows that the Government of Bengal has long urged the desirability of the change. It is the most popular concession that could be granted, and the Lieutenant-Governor considers that it should now be made.

4. The existing grading of the service is unsatisfactory, the proportion of posts in the lowest grades being so high as to interfere with the due flow of promotion. The following table compares the 51 posts of the cadre of this province, as set forth in paragraph 3 of this Government's letter no. 12107C., dated the 29th October 1907, with the same number of posts graded according to the proportion which obtains in the Provincial Executive Service :—

				Provincial Educational Service.	Provincial Executive Service.
Class I	...	...	...	2	1
Class II	...	...	...	3	2
Class III	...	...	...	4	3
Class IV	...	...	...	5	8
Class V	...	...	...	5	12
Class VI	...	...	...	8	12
Class VII	...	...	...	11	7
Class VIII	...	...	...	13	6
				—	—
		Total	...	51	51
				—	—

In the three highest grades the balance is in favour of the Educational Service, that is to say, the percentage of prize posts is greater in that service. But the main difference is that the bulk of the posts lies, in the Educational Service, in classes VII and VIII, and in the Executive Service in classes V and VI. This contrast has long been recognised, and the Director of Public Instruction, Bengal, proposed a scientific readjustment of the cadre in February 1902. The proposal was abandoned for want of funds, and in its letter to the Government of India, no. 694-T.G. dated the 2nd June 1903, the Government of Bengal suggested in its stead the present grading, which, though an improve-

ment on that which preceded it, falls far short of a duly proportioned cadre. The defect is a serious one, and a regrading might be necessary were it not for the improvement which would result from the alteration in the institution of the service explained in paragraph 11 of my letter no. 1137-E., dated the 18th May 1908, on the subject of the reform of Secondary Education. If the proposals made in that letter are accepted, they should ensure adequate promotion; indeed in adding the new posts, the proportion in the three highest grades may require to be diminished in order to avoid an undue proportion of officers (other than promoted Head Masters and District Inspectors) in those grades.

5. I am now to comment on the minor proposals which have been made for improving the Provincial Educational Service. It is suggested in paragraph 3 of Mr. Fell's letter under reference that some posts might be transferred from the Indian to the Provincial, and from the Provincial to the Subordinate Service. The Lieutenant-Governor does not consider that the suggestion could be adopted in this province, where both the Indian and the Provincial Services are unduly weak. It has, on the contrary, recently been necessary to strengthen the Indian Service by the recruitment in England of additional Professors and Inspectors. Similarly, proposals are made in my letter on the subject of the reform of Secondary Education for transferring a certain number of posts of Head Masters and inspecting officers from the Subordinate to the Provincial Service. The contrary process would lessen both the efficiency and the popularity of the educational services as a whole.

6. With regard to paragraph 4 of Mr. Fell's letter, I am to say that the post of Principal of a college is not closed to members of the Provincial Service in this province, and that the Principals of two colleges at present belong to that service. The post of Assistant to the Director of Public Instruction is reserved for members of the Indian Service, and the Lieutenant-Governor agrees with the Director that, in view of the importance of the post as a training ground for the Directorship, it should not be held by a Provincial officer if an Indian Service officer is available to fill it.

7. The question of allowances for special appointments is also referred to in paragraph 4 of Mr. Fell's letter. An officer of the Provincial Service acting in an Indian Service post is eligible for an allowance of Rs. 100 a month under article 139 of the Civil Service Regulations. This concession is not in practice of very great importance, and the Lieutenant-Governor considers that it would be desirable to create, in addition, the following special allowances of the value of Rs. 100 per mensem each:—

One for the Principal of a college.

One for an Inspector.

One for the Superintendent of a Madrassa.

With regard to the lastnamed allowance, I am to explain that it is very difficult to secure competent officers for the important posts of Superintendents of the Madrassas at Dacca and Chittagong. It has been suggested in my letter on Secondary Education that an Indian Service officer should be appointed to Dacca, the special allowance will then be for Chittagong.

8. The Director of Public Instruction makes the suggestion, with which His Honour cordially agrees, that facilities should be given to officers of the Provincial Service for special studies and research work, somewhat on the lines of the concessions for furlough studies granted to officers of the Indian Service. It is of great importance that professors and others should remain in touch with modern developments, and that they should keep their knowledge and ideas up to date; a scheme which offers them the requisite opportunities for the purpose is therefore well adapted to improve the tone and efficiency of the service.

9. In the opinion of the Lieutenant-Governor, the important concessions proposed in paragraphs 3, 7, and 8 of this letter should be sufficient to render the Provincial Educational Service thoroughly popular, and to maintain a zealous and efficient establishment. The alteration in the rates of grade pay would cost Rs. 19,800, and the special allowances Rs. 3,600 a year.

No. 912-920, dated Simla, the 26th October 1909.

From—SIR HAROLD STUART, K.C.V.O., C.S.I., Secretary to the Government of India, Home Department,

To—

- The Secretary to the Government of Madras, Educational Department.
- „ Secretary to the Government of Bombay, Educational Department.
- „ Secretary to the Government of Bengal, Education Department.
- „ Secretary to the Government of the United Provinces, Educational Department.
- „ Secretary to the Government of the Punjab, Home (Education) Department.
- „ Chief Secretary to the Government of Burma.
- „ Chief Secretary to the Government of Eastern Bengal and Assam.
- „ Honourable the Chief Commissioner of the Central Provinces.

I am directed to state for ^{the information of} ~~the Governor in Council~~ ^{His Honour the Lieutenant-Governor} ~~your information~~ that the Government of India have had under consideration the replies to their letter no. 2-9, dated the 2nd January 1908, in which they inquired as to the existence of dissatisfaction in the Provincial Educational Service, and invited suggestions for its removal. In view of the diversity of proposals which have been received, they desire, before coming to a final conclusion, to refer some points for ^{the further consideration of} ~~the Governor in Council~~ ^{His Honour the Lieutenant-Governor} ~~your further consideration~~, and in so doing it will be convenient to review the present constitution of the service and the various proposals which have now been made for its improvement.

2. The provincial educational service contained, on the 1st April 1909, 325 members; and the posts which they hold are those of inspectors, assistant inspectors and inspectresses of schools; principals, professors, assistant professors, and lecturers in colleges; headmasters and headmistresses of schools; principals and vice-principals of training colleges and schools of Art; superintendents of reformatory schools; and certain miscellaneous appointments, such as superintendents of madrasas, assistant superintendent or deputy superintendent of a school of Art, a reformatory school, and a training college; a personal assistant to a Director of Public Instruction; a registrar of the Education Department; head maulvis; demonstrators; law readers; instructors in an engineering college, a reporter on books, an editor, a librarian, and some translators.

Appointments of inspector and assistant inspector of schools and of principal and professor of colleges are included in the provincial service; most, but not all of the posts of assistant professor or lecturer are also in that service; while of the headmasterships a minority are in the provincial service, and the majority are in the subordinate.

3. The lowest pay in the provincial service is in every province except the Central Provinces, though not for every class of officers, Rs. 200 per mensem, and the highest pay is Rs. 700 per mensem. The system by which remuneration within these limits is assigned to different officers according to their seniority, or according to the posts which they hold, differs in the several provinces. In Madras, Bengal, and Eastern Bengal and Assam, the system has the form of a graded service; that is to say, there are scales of pay at Rs. 200, Rs. 300, etc., up to Rs. 700, a fixed number of officers is assigned to each scale, and the officers rise from scale to scale, as vacancies occur, by seniority or merit, irrespective of the posts they hold. In the United Provinces there is within the provincial service one graded system for inspectors, another for assistant inspectors, and another for professors, the highest scale of pay assigned to the last two being Rs. 400 per mensem; the headmasters all draw Rs. 400; and the remaining appointments in the service are on an incremental scale of pay, assigned each to a definite appointment. In the Punjab, there is a graded system, with two modifications, *viz.*, that the service is divided into two sections, called higher and lower, the post tenable in each section (though not in each grade) being defined; and there are some posts on fixed pay, which absorbs places in the grades to which these scales of pay are assigned.

In the other provinces there is no graded system, but officers are remunerated according to the posts which they hold, a certain rate of pay being assigned to each post. In Bombay the pay for each post is as a rule not progressive; while in Burma and in the Central Provinces it is as a rule a progressive, by annual increments.

4. The Madras Government find that there is no general discontent in the provincial service as a whole, and that the pay and prospects compare not unfavourably with those of the other provincial services; that there has been some discontent owing to the appointment of new officers in the higher grades for the purpose of filling special appointments; and that since the pay in the lowest grades is comparatively unattractive, while any wholesale recruitment into the highest grades would block promotion and cause dissatisfaction, it has been found in practice that the best graduates are not as a rule attracted to the service, though it has been possible in a few cases to attract some of the very best. It is proposed to retain the graded system for members of the inspecting agency, but to group the collegiate staff separately, to assign to them a higher initial pay, and to make their pay progressive. The proposals are at present incomplete, as the service may be enlarged by the creation of some headmasterships, and reduced by the transfer of some posts to other departments.

In the Bombay Presidency one branch of the provincial service consists of the principals of training colleges, whose pay has recently been improved, and of the headmasters, whose pay is separately considered, and of the inspector, who draws Rs. 700 per mensem, a sum which is thought sufficient. The other branch consists of the collegiate staff, and here it is reported that there is considerable and natural discontent, and that the result of the present system is to deprive the holders of some posts of all prospects of promotion, and consequently that competent men are not attracted to them. As the present system of assigning fixed salaries to posts has proved unsuitable, it is proposed to pay all lecturers Rs. 300 per mensem, and all professors a progressive pay of Rs. 500—50—750 per mensem, with a proviso that those who succeed to professors' chairs after a service of 25 years shall draw the maximum at once.

In Bengal the Lieutenant-Governor has no doubt whatever that dissatisfaction exists; that there are reasonable grounds for it; and that the service is failing to attract the best talent of the Universities. The main cause for the unpopularity of the service is stated to be that the barrier between it and the Indian Educational Service is practically impassable, and that this barrier depends upon a distinction of race. The next cause is the inferiority of the service to the other provincial services in respect of pay and prospects of promotion; and a third cause is the delay in promotion which has resulted from the appointment of new recruits direct to the higher grades; a procedure which is described as undoubtedly open to grave objection, but hitherto unavoidable, because the pay of the lowest grades is insufficient to attract qualified officers. Sir Andrew Fraser recommended that a certain proportion of vacancies in the Indian Educational Service should be filled by promotion from the provincial service, and suggested one in six as a minimum, with discretion on the part of the local Government to exceed it; and he proposed also to raise the maximum pay of the provincial service to Rs. 800, and to alter the grading so as to increase the number in the middle grades and to reduce those in the lower.

In the United Provinces the Lieutenant-Governor has no doubt that a feeling of dissatisfaction exists, and adversely affects recruitment. The low qualifications of the officers in the department, and the dearth of suitable applicants had already attracted the notice of His Honour, and inquiry had already been held by him; proposals were being formulated, when the letter of the Government of India was received. The Lieutenant-Governor speaks strongly of the insufficiency of the pay and prospects, taken as a whole, to command the services of men of the right stamp, and of their inadequacy to keep the existing officers in contentment; and a special cause of dissatisfaction is the existence of a separate grading for each class of officers, under which the maximum fixed for professors and headmasters is Rs. 400 per mensem. He proposes to raise the ordinary maximum of the service to Rs. 800 per mensem, and to abolish the separate grading; three posts will be placed on incremental

pay peculiar to themselves, and the rest of the service would be in one graded system, ranging from Rs. 250 to Rs. 800. In order, however, to provide for the direct recruitment of inspectors, he would institute a probationary grade for them of Rs. 200, and after serving two years in this grade, such officers would be eligible for direct appointment to one of the higher grades. It is also proposed to sanction an allowance of Rs. 200 per mensem to be given at the discretion of the Lieutenant-Governor to an officer in the service who may be considered specially deserving, and to rule that if a provincial service officer is appointed to be Principal of a college he shall draw an allowance of Rs. 200—10—250 per mensem and that if appointed to be Assistant Director he shall draw whatever allowance may hereafter be admissible for a member of the Indian Educational Service holding that post.

In the Punjab the local Government reports the existence of dissatisfaction, and of a general feeling that the service does not offer good prospects ; and the recruitment of properly qualified men is becoming more difficult. The proposals for improvement leave the present maximum untouched, but would alter the grading so as to increase the number of officers in the higher grades, and would also improve the position of the officers in the lower grades by permitting these who are in the lower section to draw acting allowances when they fill the places of those who belong to the higher section.

In Burma it is reported that there is no special feeling of dissatisfaction in the provincial service, but the Lieutenant-Governor doubts whether the attractions of the service are sufficient to secure the most highly educated and best qualified candidates. His Honour proposes that with the exception of two posts, which now carry a pay of Rs. 500 to Rs. 700, and should continue to do so, all members of the service should draw incremental pay at one rate, *viz.*, Rs. 300—20—500 per mensem ; that after fifteen years all should receive an allowance of Rs. 100 per mensem in addition ; and 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. Thus all members of the service would rise in the ordinary course to Rs. 600 and all would have a chance of rising to Rs. 800 per mensem. In addition to this the Lieutenant-Governor would propose that members of the provincial service when holding the post of Assistant Director should receive an allowance of Rs. 100, thus raising the possible maximum to Rs. 900.

In Eastern Bengal and Assam it is reported that there is a feeling of dissatisfaction, which is of old standing, in the service, but that this feeling is not of a very serious character, or sufficiently strong to deter distinguished graduates who have a taste for an educational career from entering the service. The Lieutenant-Governor is, however, of opinion that some reconsideration of the terms of employment is required, and proposes that the maximum pay should be raised to Rs. 800, that the grading should be altered so as to reduce the number of officers in the lowest grades and increase those in the middle grades, and to create in addition three special allowances of Rs. 100 per mensem each, one for a Principal of a college, one for an inspector, and one for the superintendent of a madrasa.

The annual cost of these proposals is thus estimated :—Bombay Rs. 19,600, Bengal Rs. 66,600, United Provinces Rs. 24,000, Punjab Rs. 17,400, Burma Rs. 19,240, Eastern Bengal and Assam Rs. 23,400.

5. The first point raised in these proposals relates to the classification of officers for the purpose of pay, and to the comparative merits of the graded system and of progressive pay. The Government of India do not consider that the assimilation of the systems in order to establish standards of exact comparison between one province and another, or between the educational and the other provincial services, is necessary ; and they would prefer that the system in each province should be that which in the opinion of the local Government is best suited to the circumstances. As, however, the revision of the system is contemplated in several provinces, it may be of assistance to offer some comments upon the subject. It appears to the Government of India that there is accumulating evidence of the unsuitability of the graded system to the provincial educational services, in which, as is remarked by one local Government, a large

number of heterogeneous appointments, some of which require special qualifications, are massed together in one cadre. Some members of the service arrive at it 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 grade; 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 numbers in those two services may fluctuate; but the graded system makes no provision for such fluctuation.

The classification of officers according to the work in which they are employed, and the assignment to them of progressive rates of pay, as proposed by the Governments of Madras and Bombay, appear to the Government of India likely to obviate these difficulties, inseparable from a graded system.

6. In their letter of 2nd January 1908 the Government of India asked whether in the opinion of the local Governments a higher initial pay was desirable, and, as connected therewith, whether the general level of the service could be raised by transferring to the subordinate service some posts at present classed in the provincial.

Where the graded system exists the lowest grade is at present Rs. 200 per mensem, and in those provinces where pay is attached to posts there are in all cases some posts beginning at Rs. 200 per mensem. No alteration in this minimum is proposed in Bengal, the Punjab, nor Eastern Bengal and Assam. In Madras it is suggested that a higher minimum pay, of an amount not yet determined, should be offered to the collegiate branch, but not to the remainder. In Bombay also a minimum of Rs. 300 (the proposed pay of lecturers) is proposed, in the place of some posts at present carrying pay of Rs. 200 or Rs. 250. In the United Provinces where some professors at present draw Rs. 200 it is proposed that the lowest grade shall be Rs. 250. In Burma where there is one post at a lower minimum than Rs. 300, it is proposed that the minimum for all shall be Rs. 300.

The Government of India are prepared to support the proposals of the Governments of Bombay and Burma, and to give favourable consideration to those of the Government of Madras when received.

7. It is proposed by the Governments of Bengal, the United Provinces, Burma and Eastern Bengal and Assam that officers in the provincial educational service should have the prospect of rising to Rs. 800 per mensem. The proposals for Madras have not yet been formulated; those of Bombay would offer to the collegiate branch the prospect of rising to Rs. 750 per mensem. The Government of India will be prepared to recommend to the Secretary of State the institution, in those provinces where the local Governments desire it, of an ordinary maximum not exceeding Rs. 800 per mensem.

Subject to any reconsideration of the graded system by the Governments of Bengal, the United Provinces, Eastern Bengal and Assam, and the Punjab, the Government of India are willing to agree to a redistribution of the numbers in the different grades, and for the introduction of a grade of Rs. 800; and they are also prepared to accept the proposals of the Governments of Bombay and Burma for progressive pay reaching to Rs. 750 and Rs. 600, respectively, supplemented in Burma with allowances bringing the maximum to Rs. 800.

8. The proposals which have been made for offering to some officers prospects of rising beyond this maximum comprise that of the Government of Bengal that members of the provincial service should be eligible for appointment to the Indian Educational Service, those of the Governments of the United Provinces and of Eastern Bengal and Assam for allowances at the rates stated in paragraph 4 above, and the proposal of the Government of Burma for an allowance of Rs. 100 tenable by the Assistant Director of Public Instruction when chosen from the provincial service. It will be convenient, before remarking upon these proposals, to advert to the opinions expressed by the local Governments upon the question whether any appointments may suitably be transferred from the Indian to the provincial educational service; whether the existing rules debarring members of the provincial service from holding the post of Principal of a college or of assistant to a Director of Public Instruction should be maintained, and whether, if those posts were thrown open, any special allowances should be attached to them when held by members of the provincial service.

No local Government proposes the transfer of any posts from the Indian Educational Service to the provincial service, with the exception of the Government of Burma which hopes that in course of time it may be possible to appoint some natives of Burma to be inspectors of schools, posts which up to the present have been entirely filled by members of the Indian Educational Service.

As regards Principals of colleges, the Government of Madras are most strongly of opinion that all such posts should be filled by Europeans recruited in England; and the Government of Burma earnestly deprecates the proposals to declare the post open to the provincial service, as such a declaration would merely raise hopes which could not be realized. The Government of Bombay consider that the time has not arrived when such appointments would be consistent with due regard to the interests of the colleges.

In the United Provinces the Lieutenant-Governor considers that the post should be open to members of the provincial service, but that in consequence of the present quality of the service such appointments would for the present but rarely be made. In Bengal the Lieutenant-Governor proposes that members of the provincial service should be eligible for appointment to any appointment usually reserved for the Indian Educational Service, and it appears to be intended that persons so appointed should become members of the Indian Educational Service, at the full rate of pay. In Eastern Bengal and Assam there are already such appointments and it is proposed to continue them, and to attach to these appointments when held by members of the provincial service an allowance of Rs. 100 per mensem. The Government of the Punjab has not replied to the question.

The opinions of the local Governments are more favourable to the appointment of members of the provincial service to the post of Assistant Director. The only adverse opinions are those of Madras and Eastern Bengal and Assam, that, in view of the importance of the post as a training ground for the Directorship, it should not ordinarily be held by a provincial service officer, or should not be held by a provincial service officer if an Indian Service officer is available to fill it. In Bombay the local Government have already made a proposal for so filling it, at a pay of two-thirds of Rs. 500—100—1,000. In Burma also the local Government is favourable to throwing open the appointment, though it considers that usually it will be filled from the Indian Educational Service. The opinions of the Governments of Bengal and the United Provinces are similar to those which they have expressed in regard to principalships of colleges.

9. In dealing with this subject it appears necessary to distinguish between expressions of opinion as to the likelihood of natives of India being found, in the service as at present constituted, qualified to hold those posts, and declarations of policy which would exclude natives from holding them. On the former point, the local Governments are the best qualified to decide; but as to the general principle, the Government of India are clearly of opinion that there ought to be no posts in the Education Department which natives of India as such are debarred from holding. The provincial educational service, as defined by paragraph 6 of the Resolution of the Government of India

of 23rd July 1896, is that branch of the superior educational service which is filled by recruitment in India; and since by paragraph 11 of the same resolution it is declared that natives of India who are desirous of entering the educational service will usually be appointed in India and to the provincial service, it follows that the provincial educational service as at present constituted offers the highest prospects attainable in the Education Department by a native of India. The exclusion of members of that service from any particular post in the Department, amounting as it does to the exclusion of natives of India as such, appears to the Government of India indefensible in principle, and they see no alternative to either removing the restrictions excluding members of that service from certain posts or admitting natives of India to the Indian Educational Service. Members of the provincial educational service are not at present excluded from the post of Director of Public Instruction; but the effect of the resolution of 1896 is in most provinces to exclude them from the post of Principal, since the schedule to that resolution assigned these posts to the Indian Educational Service; indeed it appears that the only posts of Principal not assigned to the Indian Educational Service were some which were expected to come under reduction, but which have not been reduced, and these consequently are tenable by members of the provincial service. In a recent case, that of the Rajshahi College, the Secretary of State challenged the principle that Principals must of necessity be members of the Indian Educational Service. The posts of Assistant Director were of subsequent creation, dating from the year 1902; and although it may not have been intended expressly to exclude members of the provincial service from holding them, yet provision was only made for them by an addition to the cadre of the Indian Educational Service and they are consequently only tenable by members of that service.

10. The difficulty is not to be met by a transfer of these posts to the provincial service, for this would compel the appointment of members of the provincial service, even if there were none qualified to hold the post. What is required is the assertion of the principle that these posts are exchangeable between the Indian and the provincial services, according as the circumstances existing at the time of a vacancy may require the appointment of a European or may admit of the appointment of an Indian. This principle should apply, not only to the posts of Principal of colleges and Assistant Directors but to all posts in the superior branch of the Education Department. The Government of India consider that discretion might be left to local Governments in carrying out this principle, subject only to the right of the Government of India to call attention to cases where there appeared to be ground for suggesting a more extensive employment of natives of India, in the superior branch, or to cases where there appeared to be a tendency to reduce the strength of Europeans below the minimum required.

11. Further, the Government of India consider that this policy can only be pursued with prospects of success if it is accompanied by a considerable rise in the maximum pay open to some selected members of the provincial educational service.

The principle of differentiating between the pay of Europeans and natives of India has been adopted in many other branches of the public service, but in the Education Department the disparity between the two in regard to the maximum attainable is at present very great, and the position of natives of India in that respect is considerably worse than it was under the system which existed before 1896.

In order to attract the better class of Indian graduates the Government of India would propose that the terms of service should be improved not only by the establishment as suggested above of an ordinarily attainable maximum of Rs. 800 per mensem in the provincial educational service, but also by the admission of a limited number of selected officers to a higher scale. This would roughly correspond to the system of listed posts which obtains in the case of the executive and judicial services. The higher scale might be so constructed that officers selected for admission to it should be placed on a salary of Rs. 800 per mensem, and should advance by periodical increments of Rs. 100 to

Rs. 1,300 per mensem, the increments being triennial up to Rs. 1,000 and thereafter biennial. It is not intended to propose that direct appointments to this higher scale should be made from outside the ranks of the provincial educational service, but that it should be limited to officers in that service. The number of officers admissible to the higher scale might in the beginning be a matter of temporary arrangement, and might ultimately bear some constant proportion to the strength of the provincial service in the province. Officers so advanced would in the ordinary course be those who had most distinguished themselves in their own branch of work and therefore would be holders of the more responsible posts; but it appears undesirable, if not impracticable, to rule that the higher scale should be limited to holders of specified posts. It appears to the Government of India that the prospect of succeeding to such a higher scale would attract to the service a larger number of Indian graduates qualified to replace Europeans upon the occurrence of vacancies in the Indian Educational Service, or to occupy new posts which would otherwise be filled by the recruitment of additional officers in the Indian Educational Service.

12. The Government of India would further propose that admission to the higher scale should be limited to natives of India. They would desire that in future only natives of India should be recruited for the provincial service, and that in those special cases where it may still be necessary to appoint to the educational service Europeans, not being statutory natives of India, whose qualifications do not entitle them to admission to the Indian Educational Service, such appointments should be outside the provincial service, and should be on terms special to themselves.

13. I am to inquire whether the principle of opening out a prospect to natives of India of rising to such a scale of pay in the Education Department as is here suggested commends itself to the Governor in Council H. H. the Lieutenant-Governor; whether

His Excellency in Council his any amendments of detail to propose in it; whether there in his Honor have are any members of the provincial service whom he consider (s) admissible to it you either now or in the near future; up to what number [the Government of Madras Bombay, etc. you] should in their opinion] have power to admit officers of the service to it, and within what the period of time from now; and whether and to what extent the improvement of the provincial service in this manner will permit a reduction of the demands which would otherwise be made for recruitment of Indian Educational Service officers.

14. In Bengal this institution of a higher scale would take the place of the proposal made by the local Government for the admission of provincial service officers to the Indian Educational Service; in the United Provinces it would take the place of the allowances proposed by the local Government of Rs. 200 for the most deserving officer and of Rs. 200—10—250 for principals in the provincial educational service; and in Eastern Bengal and Assam it would take the place of the three allowances of Rs. 100 tenable by a Principal, an Inspector and a Madrasa superintendent which the local Government proposes to institute. In the remaining provinces the higher scale would be an addition to the proposals made in the letters under reply for ameliorating the conditions of employment in the provincial educational service.

15. The Government of India further propose to declare that members of the provincial service who may be appointed to the post of Assistant Director, should receive the special allowance of Rs. 100 per mensem which they have suggested in their proposals regarding the Indian Educational Service. They consider that this concession is required in recognition of the onerous character of this post, and in order to enable the Director to obtain the services of the best qualified officer.

[To Punjab only.] 16. In the Punjab, where the provincial service is divided into a lower and a higher section, renewed application is made for sanction to acting allowances for officers of the lower section when officiating in posts classed in the higher

section. I am to invite the attention of His Honour the Lieutenant-Governor to the remarks contained in paragraph 5 of this letter upon the unsuitability of the graded system as a method of assigning remuneration to officers in the provincial educational service and to state that, while they hold objections of principle to the introduction of acting allowances of the kind proposed, the Government of India would suggest that the object in view, *viz.*, to provide more advantageous terms of remuneration, may be better attained by substituting a more simple system of progressive pay for the present graded system]

[7. In the Punjab all headmasterships are at present in the subordinate service. His Honour now proposes to add six headmasters of Government High Schools to the provincial educational service, and to make consequential alterations in the grading. The Government of India will be prepared to approve of this proposal.] [To Punjab only.]

[16. The Government of India have not at present received from the Central Provinces a separate reply to their circular letter No. 2—9 of 2nd January 1908, but Colonel Colomb's letter No. $\frac{705}{VI-77}$, dated 17th May 1909, contained proposals both for increasing the provincial educational service, and for revising the terms of remuneration. A separate reply will be sent to that letter, regarding the proposed increase in the service. Meantime I am directed to invite your observations upon the proposals herein contained for the establishment of a scale rising above Rs. 800 per mensem for selected members of the provincial service, and to inquire whether you would now desire to make any alterations in the proposed scale of pay of the service as set forth in paragraph 20 of your letter of 17th May 1909.] [To the Central Provinces only.]

Endorsed by the Government of India, Home Department.

Copy forwarded to the Finance Department for information.

No. 578, dated Ootacamund, the 8th October 1910.

From—THE HON'BLE MR. L. M. WYNCH, C.I.E., I.C.S., Secretary to the Government of Madras, Education Department,

To—The Secretary to the Government of India, Home Department.

I am directed to reply to Sir Harold Stuart's letter No. 9:2, Education, dated 26th October 1909, regarding the Provincial Educational Service.

2. In that letter the Government of India, after considering the replies to their letter No. 2 9, dated the 2nd January 1908, make certain proposals relating to the recruitment of, the pay of, and the appointments to be held by officers of the Provincial Educational Service. The proposals may be summarised as follows:—

(a) In future only natives of India should be recruited for the Provincial service, and in those special cases where it may still be necessary to appoint to the Educational service Europeans not being statutory natives of India whose qualifications do not entitle them to admission to the Indian Educational Service, such appointments should be outside the Provincial service and should be on terms special to themselves.

(b) Posts included in the cadres of the Indian and Provincial Educational Services are to be exchangeable between the two services according as the circumstances existing at the time of a vacancy may require the appointment of a European or may admit of the appointment of an Indian.

(c) The pay of officers of the Provincial service is to be progressive.

(d) The pay should begin on Rs. 300 per mensem and rise to an ordinary maximum not exceeding Rs. 800 per mensem.

(e) A limited number of selected officers of the Provincial service should be admitted to a higher scale of pay, *viz*, Rs. 800, advancing by periodical increments to Rs. 1,300 per mensem, the increments being triennial up to Rs. 1,000 and thereafter biennial.

3. The Madras Government accept proposal (a) that only statutory natives of India shall be eligible in future for admission to the Provincial Educational Service. The converse rule that statutory natives of India are not eligible for appointment to the Indian Educational Service should be maintained. The Provincial service at present contains 42 appointments; of these it is proposed to remove eleven appointments. Two of the appointments—the Headmastership of the Breeks' Memorial School for Europeans at Ootacamund, and, for the present at least, the Headmastership of the Madrasa-i-Azam, a school for Muhammadans in Madras—should, in the opinion of the Government, be filled by Europeans who, however, need not possess qualifications entitling them to admission to the Indian Educational Service; the Government propose, therefore, that these should be constituted special appointments on pay rising from Rs. 400 to Rs. 700 per mensem. Two posts of Instructor at the College of Engineering may be filled by recruitment from the Upper Subordinate Service of the Public Works Department.

* Two Assistants in the Teachers' College, Saidapet.

One Assistant in the Training College, Rajahmundry.

One Assistant Professor of Hygiene and Bacteriology, Medical College, Madras.

One Assistant Professor of Geology, Presidency College, Madras.

One Deputy Superintendent, Reformatory School, Chingleput.

One Vice-Principal, Training College, Rajahmundry.

The Government propose to relegate the remaining seven appointments* to the subordinate educational service (the maximum pay of which is now Rs. 175), and at the same time to add to that service a new grade of seven appointments on Rs. 200—20—400 per mensem. The Provincial service has been recruited in the past mainly from the subordinate service; in future,

while the Government would not preclude the promotion of deserving officers of the subordinate service to the Provincial service, such promotion will probably become the exception instead of the rule; and the creation of this new grade in the subordinate service will compensate it in some measure for the diminution of prospects of promotion to the Provincial service.

4. The following are the 31 appointments of the present Provincial service which the Madras Government propose to retain as posts to be filled by officers of the Indian and Provincial Educational Services:—

Two Inspectors of Schools,

Twelve Assistant Inspectors of Schools,

Five Professors,

One Junior Professor,

Nine Lecturers in first-grade colleges,

One Principal, Government College, Mangalore, and

One Personal Assistant to the Director of Public Instruction.

5. With reference to proposal (b), I am directed to say that the Madras Government accept the proposition that natives of India should not be debarred as such from holding any post in the Educational Department. Exceptions may, however, be necessary in the case of special appointments such as the Headmastership of the Breeks' Memorial School for Europeans already mentioned. The present Indian Educational Service in Madras includes the following 30 appointments (26 for men and 4 for women):—

One Deputy Director of Public Instruction,

Four Principals of Colleges,

Eleven Professors,

Seven Inspectors of Schools,

Three Inspectresses of Schools,

One Superintendent, School of Arts, Madras,

One Vice-Principal, Teachers' College, Saidapet,

One Superintendent, Presidency School for Mistresses, Madras and

One Headmaster, Mercara High School.

6. The Government propose to declare that an officer who belongs to either the Indian or the Provincial Educational Service shall be eligible, at the discretion of the Government, to be posted to any of the 61 appointments mentioned in the two preceding paragraphs, and that no officer of these services shall be debarred from holding any of these appointments merely because he is a native of India.

7. The Government consider, however, that the two services should be maintained at the nominal cadres shown in paragraphs 4 and 5, *i.e.*, that the strength of the Indian and Provincial Educational Services should be determined so as to provide normally 30 and 31 officers on duty in India in addition to any probationers under training, each service being recruited independently of the other. His Excellency in Council is strongly of opinion that it is dangerous to attempt to graft on India an English system of education, which is incompatible with the indigenous system, without an adequate staff of Englishmen who are not only highly educated, but are imbued with and can disseminate in India the traditions, the sentiments, the "tone" and the spirit of English Public School and University life. Such an attempt would be liable to result in the training of the intellect alone of the young Indian and in a failure to mould his character on right lines. With reference therefore to the last clause of paragraph 13 of the letter under reply, I am directed to say that the Madras Government would view with grave apprehension any further reduction of the small band of Englishmen who constitute the present Indian Educational Service, even though Indians possessing the requisite scholastic attainments were available to take their place.

8. Turning now to the question of the pay of the officers of the Provincial Educational Service, the Madras Government accept the proposal (c) that it should be progressive, the present graded system being abolished.

9. As regards the rate of pay, the present graded Provincial Educational Service includes:—

							Rs.
3 appointments on	...	...	...	...	...	...	700
3 "	on	...	...	...	...	...	600
3 "	on	...	...	...	...	...	500
3 "	on	...	...	...	...	...	450
4 "	on	...	...	...	...	...	400
5 "	on	...	...	...	...	...	350
6 "	on	...	...	...	...	...	300
7 "	on	...	...	...	...	...	250
and 8 "	on	...	...	...	...	...	200

His Excellency in Council believes that Rs. 250—35—810 in ordinary cases will be sufficient, in the circumstances of this Presidency, to attract the class of man required. An increment of pay should be sanctioned in each case only for approved service. The Deputy Collectors are divided into seven grades rising from Rs. 250 to Rs. 800, but Deputy Collectors are at present recruited by promotion from the lower ranks. In the Judicial Department District Munsifs receive Rs. 200 to Rs. 400 per mensem and Sub-Judges Rs. 500 to Rs. 800 per mensem. In the Police, the Deputy Superintendents are divided into grades on pay varying from Rs. 250 to Rs. 500, and when promoted to be District Superintendents these officers receive pay rising from Rs. 600 to Rs. 900 per mensem. In the Salt and Abkari Department the Inspectors are paid Rs. 250 to Rs. 400 per mensem and of the Assistant Commissioners 10 are on Rs. 500—30—800, 2 on Rs. 900 and 2 on Rs. 1,000. In ordinary cases an initial pay of Rs. 250 is, in the opinion of the Governor in Council, sufficient in the Provincial Educational Service.

10. It is not proposed to preclude the promotion of deserving and qualified members of the subordinate service to the Provincial service. Such men should perhaps have passed certain examinations or possess certain qualifications, but they need not serve a period of probation—they would be first tried in "acting" vacancies—and their initial pay in the Provincial service would in each case be fixed in accordance with the principles laid down in articles 156 to 157-A of the Civil Service Regulations.

11. The Government would provide, however, that an officer appointed to the Provincial Educational Service otherwise than by promotion from the subordinate educational service should be on probation for two years at least, in which time he should undergo training and pass such examinations (*e.g.*, in languages), as the Local Government may prescribe. The Government consider that a probationer should receive Rs. 200 during the first year, and Rs. 225 thereafter until his probation ceases.

12. His Excellency in Council feels strongly, however, that it is most important to attract to the Educational service for employment in the more important posts Indians with the highest qualifications, and to hold out to them adequate inducement to undergo suitable training in Western methods which shall render them better fitted to assist the Government in the work of spreading throughout the Presidency that which is in every sense the best Western education. The Madras Government, therefore, propose that they should be empowered to relax the ordinary rule regarding the age of admission to Government service in the case of men specially selected as possessing such qualifications as the Local Government may from time to time prescribe and to appoint them on the following pay: Rs. 300 during the first year of probation, Rs. 325 thereafter until the probation ceases, and Rs. 355—35—810 on confirmation. During probation the candidate should pass such examinations as the Local Government may prescribe. The qualifications contemplated are, for example, a post-graduate course at a recognised University or a special training in educational methods in Western countries. The Government would draw up definite qualifications and announce them with the conditions attaching to the special concessions regarding age and pay.

13. The Madras Government agree with the Government of India that a limited number of selected officers of the Provincial service should be admitted to a higher scale of pay. They propose, however, that the scale should be Rs. 900 rising by annual increments of Rs. 50 to Rs. 1,200 per mensem. The lowest pay on the higher scale should be higher than the highest pay on the ordinary scale. The Madras Government consider that Rs. 1,200 is sufficient as the highest pay, but suggest that the maximum should be reached more rapidly than is proposed in the Government of India's scheme. The number of officers on the higher scale should, in the opinion of the Madras Government, be limited to 20 per cent of the number of posts to fill which the service is recruited, *i.e.*, at present to 6. No officer, however, should be eligible for promotion to this higher pay unless he possessed special qualifications such as those indicated in paragraph 12 of this letter or had rendered specially distinguished service to the Government in the Educational Department. An officer would not ordinarily be promoted to the higher scale until he had served for one year at least on Rs. 810 per mensem, but the Government think that they should not be debarred from selecting for very special reasons an officer for the higher scale even before he had done so. His Excellency in Council does not consider that any member of the present Provincial service would be eligible in the immediate future for promotion to this higher grade, but he requests that the power to admit officers to the higher scale may be granted to him at once so as to allow him to announce the higher scale of pay among the attractions of the Provincial Educational Service.

14. The Government propose to add to the strength of the Provincial service two appointments on account of officers on leave or on probation—making a total strength of 33. Other vacancies caused by the absence of Provincial officers on leave will be filled by promotion from the subordinate service.

15. The eventual cost of reorganization will be as follows :—

	Rs.
27 appointments on Rs. 200—25—250—35—810 ...	1,59,084
6 „ on Rs. 900—50—1,200 ...	78,960
7 „ on Rs. 200—20—400 ...	27,066
2 „ on Rs. 400—25—700 ...	13,840
—	—
42 Total ...	2,78,950
—	—

The present cost of the service is Rs. 1,74,288 excluding the two appointments of Instructor in the College of Engineering which it is proposed should be filled in future by Upper Subordinates of the Public Works Department. The net extra cost of the scheme outlined in this letter is therefore Rs. 1,04,662 per annum. This calculation takes no account of the admission of officers direct or by promotion from the subordinate service on higher pay than the minimum, but it is not possible to allow for such special contingencies here.

16. The increase in cost includes Rs. 11,784 on account of two new appointments. The immediate cost of the scheme will be by no means so large as the eventual cost. In the first place the special pay of Rs. 900—50—1,200 will not be given to any officer at present. The difference between the cost of six appointments on this higher scale and six appointments on the ordinary scale is Rs. 78,960 less Rs. 35,352, *i.e.*, Rs. 43,608. Again the officers of the present Provincial service who are not removed from it altogether will not be transferred to the new service on progressive pay unless they can be fairly regarded as the Indian equivalents of the European educationists; officers who do not satisfy this test will remain on the old conditions of pay, being given such promotion in the existing grades as they would have obtained by seniority and merit had all the men above them remained on the present conditions but not otherwise. Thirdly, none of the officers who are transferred to the new service will draw the highest ordinary pay (Rs. 810) for three years at the earliest. Fourthly, the two new appointments will be filled by officers on the lowest pay.

17. In paragraph 15 of the letter under reply the Government of India set out a proposal that members of the Provincial service who may be appointed to the post of Assistant Director should receive the special allowance of Rs. 100 per mensem which they have suggested in their proposals regarding the Indian Educational Service. In this connection I am directed to refer to paragraph 5 of my letter No. 28, Educational Department, dated 17th January 1910, in which I explained the reasons which led the Madras Government to oppose the proposal in the case of the Indian Educational Service. The same arguments are equally applicable in the present case.

18. The Madras Government have given these proposals for the reorganization of the Provincial Educational Service very careful consideration. If sanctioned, they will add largely to the cost of the Educational Department, but it seems impossible to ensure the recruitment of men of the class required for the Provincial Educational Service without incurring much extra expense. His Excellency in Council confidently hopes that the proposals which he has now made will effect a substantial improvement in the quality of the education imparted in this Presidency. Should they meet with the approval of the Government of India, His Excellency the Governor in Council will at once submit for sanction a detailed scheme together with the necessary proposition statements.

No. 1298-15-Confidential, dated Bombay Castle, the 20th July 1910.

From—L. ROBERTSON, Esq., I.C.S., Secretary to Government, Educational Department,

To—The Secretary to the Government of India, Home Department (Education), Simla.

I am directed to acknowledge the receipt of your letter no. 913, dated 26th October 1909, on the subject of the improvement of the pay and prospects of members of the Provincial Educational Service. In paragraph 6 you state that the Government of India are prepared to support the proposals of this Government on the subject, but before proceeding further the Government of India invite the opinions of Local Governments on the general declaration of policy contained in paragraphs 9 and 10, which is to the effect that there ought to be no posts in the Educational Department which natives of India as such are debarred from holding, and that all the posts included in the Indian Educational Service are exchangeable between the Indian and Provincial Services according as circumstances may require the appointment of a European or may admit of the appointment of an Indian. In discussing this proposed pronouncement I am to invite the attention of the Government of India to certain considerations which, in the opinion of the Governor in Council, render it undesirable to make it.

2. The present system of education in India, especially of higher education, is Western in its conception, Western in its methods, and Western in its ideals. Unless therefore there is in the higher grades of the Educational Department a considerable proportion of men educated in the West, trained in the educational methods of the West, and imbued with Western ideals, the system must inevitably fail to achieve its object. In the opinion of the Governor in Council the general principle proposed to be announced ignores these considerations. If the necessity for a strong European element be admitted, certain posts for which Europeans are normally more fitted than Indians must be filled by them. I am to point out that in no branch of the public service is it less desirable to weaken the European element at the present time than in the Indian Educational Service. On every side it is admitted that more attention must be paid to the moral, as distinguished from the purely intellectual, training of the students; but the conception of the corporate life and interest, which is associated with the public schools and colleges of England and which is so fruitful in moral advancement, has so little developed among Indians that the social life of the colleges, as distinguished from mere attendance at lectures, depends at present entirely on the European element. In the opinion of the Governor in Council it would not be wise to assert the principle suggested, unless Government were prepared to give effect to it by appointing a certain number of Indians to the Indian Educational Service. The mere assertion of the principle without enforcing it in practice at an early date would expose Government to the charge of insincerity and breach of faith.

Moreover, there is no necessity to make the pronouncement, as the orders of the Government of India of 1896 on the reorganization of the Educational Service do not expressly exclude natives of India from the Indian Educational Service on the ground of nationality, and it is understood that a post in that service was actually offered to, and declined by, Mr. R. P. Paranjpe before he became Principal of the Fergusson College in this Presidency. In this connection I am to invite attention to the views expressed by this Government in paragraph 4 of their letter no. 1725, dated 13th August 1892, and endorsed by the Government of India in their letter no. 279, dated 14th August 1900, and to say that this Government adhere to them.

3. Having regard to the considerations set forth above, the Governor in Council considers that it would be most inexpedient to make the proposed announcement which would give rise to hopes and demands, which in present circumstances cannot be satisfied.

4. But while the Governor in Council is convinced that Europeans are necessary to fill Principalships of Colleges and the Chairs of History, Political Economy, English Literature, Logic and Moral Philosophy, and in fact all appointments at present included in the Indian Educational Service, except

the post of Personal Assistant to the Director of Public Instruction and those now to be specified, he is of opinion that there is no objection to the claims of Indians with European University qualifications being considered on equal terms with those of Europeans for the Chairs of Mathematics, Science, and Engineering in Government Colleges, although for the two latter subjects there would be practically no competition for many years to come between natives of India and Europeans, as fully qualified Indians are not available. Any native of India appointed to a post in the Indian Educational Service should, in the opinion of the Governor in Council, get the full pay of the service, not a reduced salary calculated on the Indian basis: his selection would presuppose a European training and, as in the Indian Civil Service, his pay should be on the same scale as that of a European.

5. The next proposal of importance in your letter to which I am to refer is that a higher scale of pay (Rs. 800—1,300) should be open to a limited number of selected officers belonging to the Provincial Educational Service. The Governor in Council considers that the scale proposed is altogether and unnecessarily extravagant. It cannot be seriously contended that the responsibilities and work falling on a College Professor or an Educational Inspector are heavier than those falling on members of the Provincial Revenue Service. In point of volume of work, of course, there is no comparison, while the responsibilities devolving on the Revenue Service are much heavier. As recent experience has shown, this Government can recruit the cream of the graduates of the Bombay University for the Revenue Service which offers a definite prospect of rising to a salary of Rs. 800 a month only. The Governor in Council is satisfied that the maximum pay proposed for the Collegiate Branch of the Provincial Educational Service in Mr. Enthoven's letter No. 2054 dated 12th August 1908, will remove all sense of hardship and meet all reasonable demands. He is not, therefore, prepared to offer a higher scale of remuneration to the Collegiate Branch of the service than Rs. 500—25—750.

Moreover, in the present state of Provincial finances he is not disposed to make a general revision of the prospects of the other branches of the service in which no discontent exists and the members of which have reasonable prospects of reaching a fair maximum. It is more urgent to extend primary education and to improve secondary education in many directions than to give members of the Provincial Educational Service an extravagantly high remuneration, which is not expected and which goes far beyond anything that has been asked for either by the service itself or by any Local Government.

6. With these observations I am to submit the following answers to the six questions asked in paragraph 13 of the letter under reply :—

- (1) The proposed higher scale of pay does not commend itself to this Government.
- (2) If it be adopted, amendment in details will be further considered in the light of the remarks below.
- (3) There are only two members of the Provincial Service whose capacity would entitle them to promotion to the higher scale, *viz.*, Mr. F. M. Dastur, Professor of Mathematics, and Mr. S. R. Bhandarkar, Professor of Sanskrit, Elphinstone College. Their ages are 54 and 52 and they have put in a service of 29 and 26 years, respectively. Having regard to their ages and length of service, they would not benefit greatly by the proposal.
- (4) The number of officers admissible to the higher scale should be 10 per cent. of the total strength of the Provincial Educational Service (Collegiate and General Branch combined). Selection for admission should be entirely at the discretion of Government and may be made from either Branch.
- (5) Except the two officers mentioned above, the remaining officers are junior and undistinguished. The higher scale cannot be allowed until these men retire, and first-rate men take their place, which may not be for years. It would seem unnecessary therefore to prescribe any limit of time in the exercise of the above discretion.

- (6) As it is essential that the Educational Service should contain a strong European element, and as Europeans are recruited only for the posts for which their qualifications specially fit them, it is not likely that any reduction could be made in the demands for the recruitment of members of the Indian Educational Service.

7. During the course of the discussion it has been brought to the notice of the Governor in Council that the quality of the Provincial Educational Service might be greatly improved by a well arranged system of study abroad. It would never be possible to regard Indian professors as equal to their European brethren and fitted to replace them, until they have had an opportunity of studying the Western practice of education in its own home. Even although as stated above the Governor in Council is not prepared to weaken the European element in the Educational Department, I am to point out that Indian professors would greatly benefit and bring to bear on their work a more comprehending sympathy, if they had an opportunity of study in Western countries and were enabled to keep themselves abreast of the movement of Western thought and science. In Japan, for instance, every young man selected for a professorship in an important institution is invariably sent abroad first for a period of study. Without Government assistance a system of this sort is not capable of realization in this country, since for the most part the holders of the higher appointments have lost the freshness of mind required for the proper apprehension of new ideas, or are too poor to contemplate prolonged residence outside India, while it cannot be expected that the younger men could afford a trip to Europe at their own expense. The Governor in Council is of opinion that it would do much more to enhance the quality of the Provincial Educational Service to provide ample opportunity for study abroad, rather than to offer an unnecessarily high remuneration or to make a declaration which, as stated above, it would not be possible to carry out in any full measure.

8. If the idea of a system of study abroad meets with acceptance, it is necessary that the terms offered should be such that it will not be necessary for the professor either to stint himself abroad, or to make inadequate provision for his family at home, as has been reported to be the case with the scholarships now offered by the Government of India for the study of Sanskrit and Arabic in Europe. This Government would suggest the following terms for the proposed travelling fellowship as reasonable :—

- (1) The value of the fellowship should be Rs. 200 a month. The officer selected for the fellowship should be given in addition leave pay admissible under rule, and free passage (2nd class) both ways.
- (2) One such travelling fellowship should be granted for every 7 members of the Collegiate Branch of the Provincial Educational Service.
- (3) The period of study to be fixed by the Director of Public Instruction in each case should not, without the sanction of the Local Government, exceed one year.
- (4) The course of study should be approved by Government.
- (5) Selection should be entirely at the discretion of Government.
- (6) Full report on the course of study and its application to India should be submitted by each travelling fellow.

The additional expenditure on this account would amount to about Rs. 4,800 per annum *plus* the travelling allowance.

9. In connection with these proposals the Governor in Council has given further consideration to the proposals submitted in Mr. Enthoven's letter dated 12th August 1903, already referred to. On a survey of all the appointments in the Collegiate Branch, the Governor in Council has come to the conclusion that the present division of the Collegiate Branch of the Provincial Educational Service into lectureships and professorships rests on no logical basis, as the principle of differentiation is not the nature of the duty performed but the amount of pay. It has hitherto been the rule that an officer who is styled professor should not get less than Rs. 350, those drawing less than

that amount being styled lecturers. There are accordingly some lecturers in independent charge of their subjects who, although their duties are exactly similar to those of a professor and require an equal, and in some cases even greater, expenditure of labour and thought, are paid less than Rs. 350 and styled lecturers. They are full time officers and indistinguishable from the professors in any other respect except pay. With reference to the remark made in paragraph 5 of Mr. Enthoven's letter above referred to, that "lecturers who are generally young men should qualify for professorships if they are to rise above Rs. 300", it is now pointed out that as there are no professorships in certain subjects, the lecturers in those subjects cannot rise beyond the proposed pay of Rs. 300, although they are performing the duties of professor without holding the title. The Governor in Council is of opinion that the present illogical distinction between lecturers and professors, which depends on their pay alone, should no longer be maintained, and that the Collegiate Branch should be divided into the following three classes:—

- (1) All full-time members of the College staffs in independent charge of their subjects should be styled professors and should receive the pay proposed for this class of officer, namely, Rs. 500—25—750 a month.
- (2) All full-time members who are not in independent charge and who have a professor over them should be called assistant professors and receive the remuneration now proposed for this class of officer, namely, Rs. 200—20—400.
- (3) All half-time officers like Mons. L. Peltier, Lecturer in French, Elphinstone College, who are paid a monthly honorarium for lecturing to the students of the College for a fixed number of hours should be styled lecturers, receiving remuneration as may be settled in each case.

10. According to this definition, the Lecturer in Mathematics, College of Science, the Lecturers in Biology and Chemistry, Elphinstone College, and the Lecturer in Science, Deccan College, who are at present in independent charge of their subjects would be entitled to be styled professors. The Lecturer in Engineering, College of Science, would be called Assistant Professor of Engineering, as there is over him a professor in that subject, who is a member of the Indian Educational Service. The pay proposed in each case has been fixed on a rising scale in accordance with the view of the Government of India expressed in your letter, and in the opinion of the Governor in Council is sufficiently liberal to attract to the service of the Educational Department the best stamp of graduate produced by the University.

11. In some cases it may be possible to obtain a young professor on an initial pay of Rs. 300 or Rs. 400, and in such a case there would be no reason to pay him the minimum of Rs. 500. Similarly, in certain cases there may be good reasons for admitting a candidate on higher pay than the minimum proposed. I am, therefore, to ask that this Government may be empowered to vary the initial pay in any case in which good reasons exist for offering a lower or higher remuneration to any candidate either at the commencement of his service under the State or on promotion to the grade of professor or assistant professor. Outside the Collegiate Branch the Governor in Council has considered the case of two appointments, namely, that of Divisional Inspector, which has already been included in the general branch of the Provincial Educational Service, and that of Personal Assistant to the Director of Public Instruction which it has been proposed to throw open to members of that service. The importance of these posts places them at least on an equality with professorships, and the same scale of pay should be laid down for them. The Personal Assistant to the Director of Public Instruction would draw the allowance of Rs. 100 a month proposed to be attached to the post, and I am to inquire whether it is intended that the condition laid down by the Government of India in their letter no. 394, dated 1st July 1903, that the post should not be held by the same officer for more than three years, should be adhered to, whether the appointment is held by a European or an Indian.

12. In making these proposals for the remuneration of professors and assistant professors, I am to say that in the present unsettled condition of science teaching in this Presidency, the Governor in Council does not propose to give for the present the benefit of the new scale proposed for professors to the science teachers at Arts Colleges. It is probable that the teaching of science at these institutions will be abolished, and all teaching of science concentrated at the proposed Institutes of Science at Ahmedabad and Bombay, for the establishment of which large endowments have been received from generous donors. Until the scheme of science teaching has matured, it is not expedient materially to disturb existing arrangements. His Excellency in Council, however, desires (i) either to continue the present arrangements or to apply the scale prescribed for assistant professors to these appointments; and (ii) to be empowered to apply the proposed scale both for professors and assistant professors to the members of the Provincial Educational Service who may be appointed to the new Institutes, and to those science teachers who may be retained in Arts Colleges. Meanwhile it has been assumed for the purpose of financial calculations that the science teachers will be appointed to be assistant professors.

13. In one other respect the Governor in Council desires to limit the general application of the scale laid down for professors in paragraph 9 above. He considers that duly qualified teachers of Persian and Arabic can be engaged on a less remuneration than that proposed for professors in general, and he proposes that the scale prescribed for assistant professors should apply to them.

14. The proposals contained in paragraphs 9—13 of this letter involve an average additional recurring expenditure of Rs. 15,833 per annum as shown in the accompanying statement, against the Rs. 19,600 involved in the recommendations made in Mr. Enthoven's letter No. 2054, dated 12th August 1908. I am to invite the attention of the Government of India to paragraph 6 of that letter and to state that the proposals that may be eventually sanctioned will be carried out when funds permit.

15. Finally, I am to sum up for the information of His Excellency the Governor General in Council the proposals which this Government recommend for favourable consideration:—

- (i) It would be most inexpedient to make the general declaration of policy contained in paragraphs 9 and 10 of the Government of India's letter.
- (ii) The higher scale of pay proposed by the Government of India for certain select members of the Provincial Educational Service does not commend itself to this Government, who are of opinion that a maximum of Rs. 750 per mensem would remove all sense of hardship and meet all reasonable demands.
- (iii) A system of study abroad should be instituted for the purpose of improving the quality of the Provincial Educational Service.
- (iv) The Collegiate Branch of the Provincial Educational Service should be divided into the following three classes:—
 - (a) All full-time members of the college staffs in independent charge of their subjects should be styled professors and should receive Rs. 500—25—750 a month, except Professors of Persian and Arabic, who should get Rs. 200—20—400 a month.
 - (b) All full-time members who are not in independent charge and who have a professor over them should be called assistant professors and receive Rs. 200—20—400 a month.
 - (c) All half-time officers who are paid a monthly honorarium for lecturing to the students of the college for a fixed number of hours should be styled lecturers, receiving remuneration as may be settled in each case.

- (v) The same scale of pay as has been proposed for professors should be made applicable to the Educational Inspector and the Personal Assistant to the Director of Public Instruction, the latter of whom should be entitled to the allowance of Rs. 100 per mensem proposed to be attached to the post.
- (vi) This Government should be empowered to vary the initial pay in any case in which good reasons exist for offering a lower or a higher remuneration to any candidate either at the commencement of his service under the State or on promotion to the grade of professor or assistant professor.
- (vii) The scales of pay proposed should be applied to science teachers in Arts Colleges and Science Institutes at the discretion of this Government.

16. I am to forward herewith a copy of a Minute of dissent recorded by the Honourable Sir John Muir Mackenzie, Second Member of this Government.

Accompaniment to the Bombay Government, Educational Department, letter no. $\frac{1298}{15\text{-Conf.}}$ dated the 20th July 1910.

Serial No.	Appointment.	Present pay.	Proposed scale (average cost).	Increase or decrease per mensem.
		Rs.	Rs.	Rs.
1	Director, Maharaja Takhsingji Observatory, Poona.	700	700	...
2	Professor of Mathematics, Elphinstone College	550	652 $\frac{7}{8}$	+102 $\frac{7}{8}$
3	Professor of Physics, Elphinstone College ...	450	322 $\frac{2}{3}$	-127 $\frac{7}{8}$
4	Professor of Sanskrit, Elphinstone College ...	450	652 $\frac{7}{8}$	+202 $\frac{7}{8}$
5	Professor of Sanskrit, Deccan College ...	350	652 $\frac{7}{8}$	+302 $\frac{7}{8}$
6	Professor of Persian, Elphinstone College ...	350	322 $\frac{2}{3}$	-27 $\frac{7}{8}$
7	Lecturer in Engineering, College of Science ...	200	322 $\frac{2}{3}$	+122 $\frac{2}{3}$
8	Lecturer in Mathematics, College of Science...	300	652 $\frac{7}{8}$	+352 $\frac{7}{8}$
9	Lecturer in Biology, Elphinstone College ...	250	322 $\frac{2}{3}$	+72 $\frac{2}{3}$
10	Lecturer in Chemistry, Elphinstone College ...	200	322 $\frac{2}{3}$	+122 $\frac{2}{3}$
11	Lecturer in Persian, Deccan College ...	200	322 $\frac{2}{3}$	+122 $\frac{2}{3}$
12	Lecturer in Science, Deccan College ...	200	322 $\frac{2}{3}$	+122 $\frac{2}{3}$
13	Educational Inspector, S. D. ...	700	652 $\frac{7}{8}$	-47 $\frac{7}{8}$
Total cost per mensem ...		4,900	6,219 $\frac{4}{8}$	+1,319 $\frac{4}{8}$
		× 12	× 12	× 12
Total cost per annum ...		58,800	74,633 $\frac{1}{2}$	15,833 $\frac{1}{2}$

*Accompaniment to the Bombay Government, Educational Department, letter
no. ¹²⁹⁸_{17-Conf.} dated the 20th July 1910.*

**Minute by the Honourable Sir John Muir Mackenzie, K.C.S.I., dated
4th June 1910.**

I considered the previous proposals involving an additional cost of about Rs. 19,000 unnecessarily liberal: these which shew a substantial reduction are open to less objection. As to finding the money, however, it will have to be budgeted for and will then be compared as to urgency with other demands on our funds. I am strongly of opinion that Primary Education, and improved pay and grading of the subordinate Revenue and Judicial services should be given preference. Government ought not, in my opinion, to be called on to find money for expensive improvements of Collegiate Education, except such, perhaps, as are indispensable to secure better tone and discipline. I am strongly of opinion that Collegiate Education already absorbs its full share of Provincial revenues.

No. 949-T.G., dated Darjeeling, the 18th June 1910.

From—W. R. GOURLAY, Esq., I.C.S., Officiating Secretary to the Government of Bengal, General Department,

To—The Secretary to the Government of India, Home Department.

I am directed to reply to Home Department letter no. 914, dated the 26th October 1909, in which the Government of India, before coming to a final conclusion on the subject of the improvement of the Provincial Educational Service, refer certain points for the further consideration of the Lieutenant-Governor. The Government of India express the opinion that there is accumulating evidence of the unsuitability of the graded system to the Provincial Educational Service, in which a large number of heterogeneous appointments are massed together in one cadre, and that the classification of officers according to the work on which they are employed, with the assignment to them of progressive rates of pay, appears likely to obviate the difficulties inseparable from a graded system; but they would prefer that the system in each Province should be that which, in the opinion of the Local Government, is best suited to the circumstances.

2. Subject to any reconsideration of the graded system by the Government of Bengal, the Government of India are prepared to recommend to the Secretary of State the institution of an ordinary maximum, not exceeding Rs. 800 per mensem, in the pay of officers of the Provincial Educational Service; and they are also willing to agree to a redistribution of the numbers in the different grades where the graded system is retained. The Government of India further are clearly of opinion that there ought to be no posts in the Education Department which natives of India, as such, are debarred from holding. The exclusion of members of the Provincial Educational Service (which as at present constituted offers the highest prospects attainable in the Education Department by a native of India) from any particular post in the department appears to the Government of India indefensible in principle; and they see only two alternatives,—either to remove the restrictions excluding members of the Provincial Educational Service from certain posts, or to admit natives of India to the Indian Educational Service. In the opinion of the Government of India the difficulty in the way of appointing Indians to posts reserved for members of the Indian Educational Service is not to be met by transferring these posts to the Provincial Educational Service (for this would compel the appointment of members of the Provincial Educational Service even if there were none qualified to hold the post), but by the assertion of the principle that posts at present reserved for members of the Indian Educational Service are exchangeable between the Indian and the Provincial Services according as the circumstances existing at the time of a vacancy require the appointment of a European or admit the appointment of an Indian; and that this principle should apply not only to the posts of Principals of Colleges and Assistant Directors, but to all posts in the superior branch of the Education Department. Such a policy, however, the Government of India consider, could be successful in attracting the better class of Indian graduates only if accompanied by a considerable

rise in the maximum pay open to selected members of the Provincial Educational Service; and therefore the Government of India suggest that the terms of service should be further improved by the admission of a limited number of selected Indian officers of the Provincial Educational Service to a higher scale of pay (corresponding to the system of listed appointments which obtains in the case of the Executive and Judicial Services) limited to Indian officers in the Provincial Educational Service; and they propose that the higher scale might be so constructed that officers selected for admission to it should be placed on a salary of Rs. 800 per mensem, and should advance by periodical increments of Rs. 100 to Rs. 1,300 per mensem. The Government of India enquire whether the principle of opening out to natives of India a prospect of rising to such a scale of pay in the Education Department commends itself to His Honour; whether His Honour has any amendments of detail to propose; whether there are any members of the Provincial Educational Service whom His Honour considers admissible to it, either now or in the near future; and up to what number the Government of Bengal should, in its opinion, have power to admit officers of the service to it and within what period of time from now; whether and to what extent the improvement of the Provincial Educational Service in this manner will admit of a reduction of the demands which would otherwise be made for recruitment of Indian Educational Service officers. It is suggested that this institution of a higher scale would take the place of the proposal made by the Local Government for the admission of Provincial Service officers to the Indian Educational Service.

2. In reply, I am directed to forward the accompanying copy of a letter no. T.—21, dated 16th April 1910, from the Director of Public Instruction, Bengal; and to state that His Honour agrees generally with the views expressed by Mr. Kuchler.

3. In His Honour's opinion the graded system should be retained for the present in Bengal in preference to an entirely new scheme whereby officers would be classified according to the work on which they are employed. To render the service more homogeneous the following 13 posts, as proposed by the Director of Public Instruction, should be removed outside the grades (but without prejudice to the present incumbents), the rates of pay in each individual case being considered hereafter.

Name of appointment.	Rate of pay proposed by Director.	Average monthly cost.
	Rs.	Rs.
Deputy Superintendent, Reformatory School.	200—10—400	300
Librarian, Bengal Library ...	200—15—500	350
Six Assistant Inspectoresses, each on a salary of	200—15—350	1,750 (291½ per head.)
Head Master, Victoria Boy's School, Kurseong.	250—15—550	400
Head Mistress, Dow Hill Girls' School, Kurseong.	300—500 (annual increment of Rs. 25 after three years.)	422½
Three Translators to Government...	.....	.....

Mr. Kuchler is of opinion that after the removal of these posts, the remainder, though not absolutely homogeneous, will not be so heterogeneous as to give rise to serious inconvenience.

4. In order to put the service on a satisfactory footing, the Lieutenant-Governor is of opinion that the maximum pay should be raised from Rs. 700 to

Rs. 800 so as to place the Provincial Educational Service on a level with the Provincial Executive Service, and that the graded system should be modified by adding a new grade on Rs. 800 and abolishing the present grade on Rs. 350. If this suggestion be accepted, and the proportion of posts in the different grades revised as proposed in the next paragraph, in His Honour's opinion it will be unnecessary to raise the initial pay of the service.

5. In His Honour's opinion the slow rate of promotion which at present obtains is a legitimate grievance; and to meet this he would support the proposal of the Director of Public Instruction that the grading in the Provincial Educational Service should in future stand as shown in the following statement:—

Grade.	Pay.	Number of posts.	Percentage proposed in the Provincial Educational Service.	Percentage in Executive Branch of Provincial Service.
	Rs.			
I	800	2	2	1·7
II	700	2	2	2·3
III	600	5	5·2	5
IV	500	16	16·5	16·2
V	400	23	23·8	23·8
VI	300	24	24·8	24·6
VII	250	13	13·4	14·2
VIII	200	12	12·3	12·2
Total ...		97	100	100

The additional annual cost of these proposals as shown in the statement appended to Mr. K uchler's letter is Rs. 56,066-10-8. This is no doubt a considerable sum, but in the Lieutenant-Governor's judgment it would not be an excessive price to pay if we thereby succeed in removing the dissatisfaction and sense of inferiority which at present pervade the service.

6. His Honour agrees however with the view expressed in the letter under reply, that in addition to these minor concessions a considerable rise in the maximum pay open to selected members of the Provincial Educational Service is necessary if the better class of Indian graduate is to be attracted to the Educational Service. The Government of India suggest increasing the attractions of the service by the admission of a limited number of selected officers to a higher scale which would roughly correspond to the system of listed posts which obtains in the case of the Executive and Judicial Services; and it is proposed to admit a limited number of selected officers to a higher scale so constructed that officers selected for admission to it should be placed on a salary of Rs. 800 per mensem and should advance by periodical increments of Rs. 100 to Rs. 1,300 per mensem; and the Government of India enquire whether the principle of opening out a prospect to natives of India of rising to such a scale of pay commends itself to His Honour. While admitting that the proposals of the Government of India would do something to attract a better class of graduate, His Honour is of opinion that these proposals do not deal effectively with the great cause of discontent within the service at present to which reference was made in paragraph 5 of Mr. Streatfeild's letter no. 3380, dated 27th July 1908. There can be no doubt that the main cause of the unpopularity of the Provincial

Educational Service is the fact that the barrier between it and the Indian Educational Service is an impassable one, and that the distinction between the two services is in practice essentially one of race. In theory the services are parallel and co-ordinate,—the one recruited in England, the other in India, but in practice the members of the Provincial Service have a lower status. Distinguished Indian graduates and Indians with Honours Degrees at Oxford and Cambridge Universities, who have been appointed in India, feel they have a legitimate grievance, in that they are not eligible for promotion to the higher service. In His Honour's opinion the members of the Provincial Educational Service and the Indian public generally would not be satisfied with the Government of India's proposals. Officers admitted to the higher scale would still be members of the Provincial Educational Service and, as such, would possess a status inferior to that of the members of the Indian Educational Service. His Honour would therefore strongly press upon the Government of India the proposal made in Mr. Streatfeild's letter quoted above, that a certain proportion of the vacancies in the Indian Educational Service should be filled up by promotion from the Provincial Educational Service. Sir Edward Baker is decidedly of the opinion that this is the only satisfactory solution of the greatest problem in connection with recruitment in the Provincial Educational Service.

7 Under Article 63 of the Civil Service Regulations the salary of a native of India appointed to an office which has been usually filled by nomination in England is, in the absence of special orders to the contrary, two-thirds of that assigned to the European. In His Honour's opinion this rule should not operate in the case where a Provincial Educational Service officer is promoted to the Indian Educational Service. The rate of pay of officers in the Indian Educational Service is an incremental one, commencing at a comparatively low figure, *viz.*, Rs. 500 and there are no specific rates of pay attached to different appointments, or classes of appointments, as is the case in the Executive and Judicial Services. Two-thirds of the minimum pay in the Indian Educational Service would correspond with the pay of a sixth grade officer of the Provincial Educational Service, which would be wholly insufficient for any officer whom it was desired to promote to the superior service. Moreover, the object of the whole proposal,—to break down the barrier between the Provincial Educational Service and the Indian Educational Service,—would be defeated by making such a distinction between the pay drawn by the different classes of officers. His Honour therefore would support the recommendation made by Mr. Earle, that officers of the Provincial Educational Service promoted to the Indian Educational Service should be given the lowest pay of an appointment in the Indian Educational Service, or the pay of their grade in the Provincial Educational Service, whichever is higher, and that thereafter they should receive increments and be eligible for allowances in the same way as officers of the Indian Educational Service recruited from England.

8. The proposal put forward in the previous paragraphs for permitting promotion from the Provincial Educational Service to the Indian Educational Service is, in His Honour's opinion, a better method of giving effect to the principle laid down in paragraph 9 of the Government of India's letter under reply, *viz.*, that there should be no posts in the Indian Educational Service which a native of India, as such, is debarred from holding. The only justification for confining certain posts in the Education Department to a service, the members of which are recruited entirely in England, is that India does not at present offer a satisfactory recruiting ground for the class of officer required for such posts. In His Honour's opinion, recruitment in England should be confined to Principals of large Colleges, Inspectors of Schools, Professors of high academic attainments, and specialists in subjects for the study of which no facilities are afforded in India. Principals of large Colleges and Inspectors require powers of organization and management and a force of character not ordinarily found at present in natives of India; and in the case of Professors there should be in each Presidency at least one college with a staff teaching Western knowledge up to the highest European standards, and, as far as practicable, the same object should be kept in view in smaller colleges. For some time to come, therefore, there must be a strong backbone of officers recruited in England in the Educational Service. But in His Honour's opinion

the principle of gradually replacing officers recruited in England by officers recruited in India could be given effect to more naturally by the method of promotion from the Provincial Educational Service to the Indian Educational Service advocated in this letter. The circumstances of the case would not be met by recognizing that certain posts, at present reserved for officers of the Indian Educational Service, should be considered as exchangeable between the Indian and the Provincial Services. Sir Edward Baker supports the view expressed by Mr. Earle in paragraph 9 of his letter no. 285-T., dated the 15th June 1908, a copy of which was forwarded with Mr. Streatfeild's letter no. 3380, dated the 27th July 1908, to the effect that all posts of importance in the Educational Service should be held by officers of the Indian Educational Service. The difficulty would be increased rather than lessened by exchanging the appointments. In His Honour's opinion, it is essential that posts such as those of Principals of the larger Colleges and Assistants to the Director of Public Instruction, and in fact all the posts in the superior branch of the Education Department, should be held by officers of the superior service, because the status of the post or of the institution concerned would be lowered by the appointment of an officer of what is universally looked upon as an inferior service. His Honour would therefore support the view of the Director of Public Instruction, that such posts should be held only by officers of the Indian Educational Service; but while these posts would be reserved for that service, and therefore marked as requiring special qualifications, natives of India would no longer be debarred from holding them, provided that they had been admitted to that service and thus recognized as having the special qualifications referred to.

9. There are at present at least four members of the Provincial Educational Service who, His Honour considers, merit promotion to the Indian Educational Service; and should these proposals be approved, His Honour would propose to utilize for them four of the appointments in the Indian Educational Service sanctioned in accordance with the Secretary of State's despatch no. 80 Public, dated the 21st May 1909, forwarded to this Government officers with the Home Department letter no. 546, dated the 23rd June 1909, for which officers have not yet been recruited. For the future His Honour would support the view expressed in Mr. Streatfeild's letter of 27th July 1908, that the proportion between officers of the Indian Educational Service promoted from the Provincial Educational Service and those recruited in England could safely be placed at 1 to 5 as a minimum.

10. The Hon'ble Mr. Justice Asutosh Mookerjee, the Vice-Chancellor of the University, and the Hon'ble Babu Deva Prasad Sarbadhichary, the representative of the University on the Bengal Legislative Council, have both been consulted concerning the subject of this letter, and both heartily support the proposals now made.

No. T.-21, dated Darjeeling, the 16th April 1910.

From—THE HON'BLE MR. G. W. KÜCHLER, M.A., Director of Public Instruction, Bengal,

To—The Secretary to the Government of Bengal, General (Education) Department.

With reference to Mr. Swan's endorsement no. 4080, dated 15th November 1909, I have the honour to submit herewith a report on the proposals contained in the Government of India's letter no. 914, dated the 26th October 1909, regarding the improvement of the Provincial Educational Service.

Report on the proposals contained in the Government of India's letter of 26th October 1909.

I regret the delay in sending in the present report. It is in part due to the necessity for consultation with the Director of Public Instruction of Eastern Bengal and Assam, so as to ensure that the systems adopted in the two sister Provinces should not be too divergent.

2. In the main I adhere to the proposals made in Mr. Earle's letter to Government, no. T.-285 of 15th June 1908. One or two modifications are, however, called for in view of the considerations put forward in the Government of India letter and of the information contained therein as to what is being done in other Provinces.

3. In paragraph 5 of the Government of India's letter attention is called to the unsuitability of the graded system to the Provincial Educational Service, in which appointments of a heterogeneous character are massed together in one cadre. I agree that this is true to a certain extent, and recommend that the following appointments should in any case be excluded from the grades and that the salaries given below should be attached to them :—

Name of appointment.	Rate of pay proposed.	Average monthly cost.
	Rs.	Rs.
1. Deputy Superintendent, Reformatory School ..	200—10—400	300
2. Librarian, Bengal Library	200—15—500	350
3. Six Assistant Inspectresses, each on a salary of...	200—15—350	1,750 (291½ per head).

It is also necessary, in accordance with the principle enunciated in paragraph 12 of the same letter, to place the two posts of Head Master of the Victoria Boy's School, Kurseong, and Head Mistress of the Dow Hill School for Girls, Kurseong, outside the grades; and I propose that in future they should carry the following salaries :—

Name of appointment.	Rate of pay proposed.	Average monthly cost.
	Rs.	Rs.
Head Master, Victoria Boys' School, Kurseong ...	250—15—550	400
Head Mistress, Dow Hill Girls' School, Kurseong ...	300—500 (annual increment of Rs. 25 after three years).	422½

I do not at present propose the exclusion from the Provincial Educational Service of the appointment of Head-Master of the Nawab Bahadur's Institution at Murshidabad, the incumbent of which will be a European, because according to the proposals in paragraph 17 of General Department letter no. 837 T.--G., dated 8th June 1908, to the Government of India on the subject of the improvement of secondary education, the Head Master of the above institution will in future be a member of the Indian Educational Service. With the separation of the 10 appointments referred to and of the 3 Translators, whom it is proposed to place under the Political Department, the remaining posts, though not absolutely homogeneous, will not be so heterogeneous as to give rise to serious inconvenience; while there is this objection to the formation into a separate cadre of a small number of posts, the duties of which are of a similar character, that it is difficult to assign to them any of the few higher grades of pay belonging to the general service and that, consequently, there are not the same possibilities of promotion as if they had remained on their original footing. I have therefore not thought it desirable to complicate my proposals by any further separation of the services at present. At the same time if the scheme for the improvement of secondary education, which is already before the Government of India, is

approved of, it will be necessary to create a considerable number of new appointments, graded or ungraded, in the Provincial Educational Service for Head-Masters of Government Schools and District Inspectors; while the posts of Assistant Inspectors in the Provincial Educational Service, as now constituted, will have to be abolished. It may therefore become necessary to remove the 6 Collegiate Head Masterships now included in the Provincial Educational Service, and slightly revise the grades in consequence. As their number is so small, it is not expedient to separate them at present; and no difficulty will be experienced in taking this step when the scheme referred to, whose financial aspect must in any case be discussed independently of the present proposals, is worked out in detail. My proposal accordingly is that, with the exception of the appointments mentioned above, the service remain a graded one as at present. It is possible that in some cases appointments may have to be made directly to a grade higher than the lowest; but such appointments will be exceptional, and as the general prospects of the service will be very largely improved in future, no appreciable hardship will thereby accrue to those entering at the bottom of the list.

4. While however recommending the retention of the general system of grading, I have after consultation with the Director of Public Instruction, Eastern Bengal and Assam, decided to urge the abolition of the present Rs. 350 grade. The suggestion is thrown out by the Government of India that the initial pay of the service might be raised; but I think that if we compare the conditions in India with those obtaining in Western countries with regard to similar appointments, it will be found that taking into account the prospect of a steady rise of pay which a graded service affords, an initial pay of Rs. 200 is fairly liberal. At the same time, by the multiplication of grades on a lower scale of pay, promotion to what may be called the middle grades is unduly retarded; and it is with a view to enabling a member of the service to attain to these grades within a reasonable period that I now propose the abolition of the Rs. 350 grade. Incidentally the abolition of the grade will keep the number of grades at 8, which I think is a reasonable figure.

5. In Mr. Earle's original letter the distribution of the grades was arranged so as to correspond as far as possible with that of the Provincial Executive Service. This distribution has to be slightly altered on account of the modifications suggested in the present letter, and the number of appointments in the various grades will now stand as set forth in the statement marked A annexed to this report.

6. I come now to the important questions raised in paragraphs 9-14 of the Government of India letter. The Government of India propose to lay down a general rule that in future there shall be no posts in the Education Department which natives of India are as such debarred from holding. Such a ruling, it should be pointed out in the first place, means a reversal of previously accepted policy. In the province of Bengal natives of India are, unless they belong to the Indian Educational Service, ineligible by the orders of the Secretary of State for appointment to the posts of (1) Principals of Colleges and (2) Inspectors of Schools. These orders are moreover of quite recent date. Previous to the year 1909 members of the Provincial Educational Service could be appointed to the Principalships of Hooghly, Ravenshaw, and Krishnagar Colleges; and members of these services are, pending other arrangements, still occupying the posts in question. Again, before the orders of the Secretary of State in his despatch no. 33 (Public), dated 9th March 1906, were issued, Divisional Inspectorships were open to members of the Provincial Educational Service. Since then, however, the latter can only be appointed to what are called Additional Inspectorships; and, whatever delegation of powers be made to these officers, it is obvious from their very title that they will not have entirely the same status as the Divisional Inspectors. It would appear therefore that the enunciation of the principle stated above would involve a rather abrupt departure from the policy only recently endorsed by specific orders of the Secretary of State.

7. The Government of India apparently recognize that a mere ruling of the character referred to would have little practical result under the present conditions of recruitment of the Provincial Educational Service, and that in order to

give it effect it would be necessary to improve still further the prospects of the service and thus attract to its ranks the best educational talent that India can produce. It is intended therefore to create a number of listed appointments carrying a salary of Rs. 800 to Rs. 1,300 in addition to the ordinary appointments of the Provincial Educational Service. The effect of the institution of this higher scale of pay would be, it is anticipated, to attract a class of Indians who would in many cases be qualified to replace European members of the Indian Educational Service. The general idea underlying the proposal is indeed to provide for a gradual replacement of the European members of the Indian Educational Service by natives of India, and this idea will undoubtedly command almost universal approval. The necessity for a European alongside of a Provincial Service has hitherto been regarded as being connected with the requirements of certain classes of appointments which India as a recruiting ground was not yet in a position to satisfy. These classes are—

- (1) Principals of large colleges, with regard to which natives of India were, rightly or wrongly, held not to possess as yet the requisite powers of organization and management; and, further, to be not only insufficiently imbued with European ideas of discipline, but to lack the force of character necessary to enforce it.
- (2) Inspectors of Schools. Here, too, strength of character is essential; and the tendency to undue leniency and general weakness of administration which has hitherto been supposed to characterize natives of India has determined the policy that these posts should ordinarily be filled by Europeans. In addition to this, it is now considered essential that Inspectors should be trained, and there are as yet no adequate opportunities for such training in India.
- (3) Professors of high academic attainments and specialists in subjects for the study of which no facilities are afforded in India. In this Province it is especially in connection with the Presidency College, and with the M.A. teaching which is chiefly concentrated there, that Professors of great academic distinction are required. If India is itself to produce scholars of eminence capable of filling these professorial chairs, it can only be by maintaining centres of University instruction, such as the Presidency College, at the highest standard of efficiency, and by the appointment for the present at least to its Professorships of the best men that can be recruited from Europe.

8. These are the main classes of appointments for which a European recruitment is at present necessary, but in addition it is recognized that the personnel of the individual collegiate staffs still requires a general stiffening by the admixture of a fair proportion of European officers. The Government of India now foreshadow a policy of gradual replacement of the European officers of the Indian Educational Service, naturally extending over a number of years, and the proposals that they have put forward for the improvement of the terms of the Provincial Educational Service are largely with a view to direct this policy to a practical issue. While, however, I am in full accord with the views of the Government of India as to the ultimate goal to be attained, I consider that the proposals put forward in Mr. Earles's letter to Government, no. T.—285, dated 15th June 1908, constitute the simplest means of giving effect to them. So long as Indians who have been definitely pronounced to possess equal qualifications with members of the Indian Educational Service are put in a different cadre and on a nominally different scale of pay, there will always be friction and discontent. This is a matter not of speculation only but of actual experience, for it must be remembered that even now it has been laid down, though not entirely unequivocally, that Professors in the two branches of the services,—the Indian and the Provincial,—are to be considered as of equal standing. Such a ruling was of course bound to be ineffectual in practice, partly because the scale of pay was too dissimilar, partly because the attainments and academic standing of the two classes of officers were in far the larger number of cases quite unequal. At the same time there are certain Professors in the Provincial Educational Service who, quite apart from their academic qualifications, have shown themselves by their subsequent work to be fully the equals

of the more distinguished of their European *confrères*, but even with regard to these officers a recognition of equality, though in the highest degree desirable, has been found in practice almost impossible to attain. I anticipate that a similar situation will be created in the future in the case of the officers of the Provincial Educational Service for whom the Government of India propose to create a number of special appointments. On the other hand if 6 or 7 appointments in the Indian Educational Service were reserved for the abler and more qualified members of the Provincial Educational Service, the purpose of the Government of India would be equally well attained and the difficulties indicated above would be removed; while as I am aware from personal knowledge, the members of the Provincial Educational Service and the Indian community generally would be more satisfied than with the present proposals.

9. Nor does there seem to be any objection to this solution of the question on other grounds. It will for one thing be more economical, as the Government of India proposals involve, at least at the outset, the creation of a number of listed appointments in replacement, it is presumed, of an equal number of appointments in the existing cadre of the Provincial Educational Service; while no further expense accompanies the admission of members of the Provincial to the Indian Educational Service. Moreover, the pay which those selected might be expected to attain would be approximately the same in both cases, provided that the recommendations of the Government of India now under consideration for the improvement of the terms of the Indian Educational Service be given effect to. The maximum under the Government of India's scheme is fixed at Rs. 1,300, while, as ordinarily a Professor or Inspector in the Provincial Educational Service would not be promoted to the Indian Educational Service till he has had a considerable term of service, Rs. 1,300 would likewise be the practical maximum under the new scheme for the Indian Educational Service, if the Bengal Government proposals were adopted.

Further, the principle enunciated by the Government of India, that there should be no posts in the Education Department which natives of India as such are debarred from holding, would be more naturally given effect to by the method of promotion now proposed. According to it certain posts would still be reserved for the Indian Educational Service, and would therefore be marked as requiring special qualifications; but natives of India would no longer be debarred from holding them provided they had been admitted to that service, such admission being tantamount to a recognition that they possessed the special qualifications referred to.

10. It must also be remembered that the Secretary of State will undoubtedly exercise from time to time his right to appoint Indians with European qualifications directly to the Indian Educational Service; and it is only fair that such members of the Provincial Educational Service as have shown themselves by their work out here to be possessed of similar qualifications should be placed on terms of equality with officers thus directly recruited.

11. Lastly, considering the question from the point of view of the gradual replacement of Europeans by natives of India, it will be seen that the proposals of the Bengal Government do not conflict with this policy. The method of carrying it out would probably be as follows. After a definite term of years the strength of the Indian Educational Service would be brought under revision; and if an examination of the conditions at that time justified it, a certain number of posts in the Indian Educational Service, which would in the first place be ordinary Professorships, would be marked for replacement by corresponding posts in the Provincial Educational Service, as vacancies arose. After a further term of years the same procedure would be repeated. Safeguards would of course be necessary to prevent the proposed reduction from prejudicing the prospects of the Provincial Educational Service. Supposing for example that 6 of the present posts in the Indian Educational Service were reserved for the Provincial Educational Service and that at the first revision it were decided to transfer 6 Professorships from the higher service to the lower, it would be equitable at the same

time to reserve 1 more of the remaining Indian Educational Service posts for promotion from the Provincial Educational Service so as to provide a reasonable increase in the number of higher appointments corresponding to the increase in the ordinary graded posts. In this way, when the European element finally became extinct, there would be about 10 appointments in the upper service available carrying, as has already been pointed out, an approximately maximum pay Rs. 1,300. I do not contend that the above system of reduction must be rigidly followed, or that the European staff will ever be reduced to zero. What I wish to show is that a policy of gradual replacement of Europeans by Indians can be readily and naturally carried out, if the system of promotion of Indians to the Indian Educational Service as here advocated be adopted. It is unnecessary to examine too closely at the present stage the conditions which would arise when the European element in the Indian Educational Service becomes numerically inferior to the Indian. The system of reduction proposed above would seem to work satisfactorily even if carried out to its logical conclusion; but it would always be possible to modify it at a later stage and to prepare the way for a purely Indian service by making Rs. 1,300 the actual and not merely the practical maximum salary.

12. With regard to paragraph 13 in the Government of India letter I would suggest that no revision of the present strength of the Indian Educational Service in the direction contemplated take place before ten years have elapsed. The reason why I think that the consideration of any reduction should be deferred till then is that the service does not appear even yet to have reached the maximum strength called for by the present conditions of educational work in Bengal, and that a further addition is contemplated at no distant date in the form of 8 Head-Masterships for divisional zilla and other important high schools.

13. For convenience of reference I recapitulate here the proposals for the improvement of the Provincial Educational Service as they now stand:—

- (i) That the 10 appointments specified in paragraph 3 as above, as also those of the 3 Translators to Government, be placed outside the grades of the Provincial Educational Service on appropriate incremental salaries.
- (ii) That the remaining 97 appointments be classified into 8 grades, as at present, but that the scale adopted should be that obtaining in the Executive Branch of the Provincial Civil Service, the Rs. 350 grade being abolished and a Rs. 800 grade being added.
- (iii) That 6 or 7 of the existing Indian Educational Service appointments be reserved for the abler and more qualified members of the Provincial Educational Service, instead of a corresponding number of listed appointments being created in the Provincial Educational Service on a salary of Rs. 800—1,300 in each case.

The average additional annual expenditure on account of the above proposals will be Rs. 56,066-10-8, as explained in the statement marked B annexed to this report.

A

Statement marked A referred to in paragraph 5 of the Director of Public Instruction's report on the subject of the improvement of the Provincial Educational Service, showing the proposed regrading of the Service.

Class.	Value.	Number of posts.	Percentage in Executive Branch of Provincial Service.	Percentage proposed in the Provincial Educational Service.
	Rs.			
I	800	2	1'7	2
II	700	2	2'3	2
III	600	5	5	5'2
IV	500	16	16'2	16'5
V	400	23	23'8	23'8
VI	300	24	24'6	24'8
VII	250	13	14'2	13'4
VIII	200	12	12'2	12'3
	Total ...	97	100	100

The monthly cost of the above grading will be Rs. 36,050 as shown below:—

					Rs.
2 x 800	...	...	...	...	1,600
2 x 700	...	...	...	...	1,400
5 x 600	...	...	...	...	3,000
16 x 500	...	...	...	...	8,000
23 x 400	...	...	...	...	9,200
24 x 300	...	...	...	...	7,200
13 x 250	...	...	...	...	3,250
12 x 200	...	...	...	...	2,400
			Total	...	36,050

B

Statement marked B referred to in paragraph 13 of the Director of Public Instruction's report on the subject of the improvement of the Provincial Educational Service, showing the average annual expenditure on account of his proposals.

					Rs. A. P.
Average monthly cost of placing the 10 appointments referred to in paragraph 3 of the report on salaries outside the grades of the Provincial Educational Service	...	...	...	...	3,222 ² / ₈ 0 0
Estimated average monthly cost of placing the 3 Translators to Government on salaries outside the grades of the Provincial Educational Service	...	...	...	...	1,100 0 0
Monthly cost of regrading the Provincial Educational Service as set forth in detail in Statement A	...	...	...	...	36,050 0 0
			Total	...	40,372 ² / ₈ 0 0
Deduct the cost of the Provincial Educational Service as existing at present	...	...	...	...	35,700 0 0
Additional average expenditure per month	...	...	...	...	4,672 ² / ₈ 0 0
Do. do. per annum	...	...	...	...	56,066 10 8

No. 768, dated Naini Tal, the 15th August 1910.

From—The HON'BLE MR. L. STUART, Secretary to Government, United Provinces,

To—The Secretary to the Government of India, Home Department (Education).

I am directed to reply to Sir Harold Stuart's confidential letter no. 915, dated the 26th October 1909, in which the Lieutenant Governor was asked—

- (i) to consider the advisability of substituting for the present system of appointments, pay and promotion in the Provincial Educational Service in this province a system of classification of officers according to the work on which they are employed, and the assignment to them of progressive rates of pay ;
- (ii) to consider how far he should use his discretion in carrying out the principle laid down by the Government of India to the effect that posts in the Educational Service are exchangeable between the Indian Educational and the Provincial Educational Services ;
- (iii) to consider the advisability of creating certain listed posts carrying a pay of Rs. 800 a month rising by periodical increments to Rs. 1,300 a month, and filling such posts with selected officers of the Provincial Educational Service ; to suggest amendments in such a system ; to state whether there are any members of the Provincial Service whom he considers eligible for such posts either now or in the near future ; to advise up to what number the Government of the United Provinces should have power to admit officers of the service to such posts and within what period of time from now ; and to advise whether and to what extent such improvement of the Provincial Service in this manner will permit a reduction of the demands which would otherwise be made for the recruitment of Indian Educational Service officers.

2. Mr. Porter after full consideration does not share the view that it is desirable in the interests of higher education, or in the interests of the Provincial Educational Service, to adopt a system of classification of officers according to the work on which they are employed, and to assign to each class separate progressive rates of pay. He would point out that the system proposed in Mr. Taylor's letter of the 15th June 1908 was not the simple graded system to which objections are stated in Sir Harold Stuart's letter, but a system which provides qualifications and safeguards. There are at the present time in the Provincial Educational Service in this province the following forty-two officers :—

(1) Inspectors	...	...	...	...	6
(2) Assistant inspectors	...	...	...	...	9
(3) Professors	...	...	...	...	14
(4) Head masters	...	...	...	...	6
(5) Principal, Lower Grade Training College	..		...		1
(6) Superintendent, Reformatory School		...	...		1
(7) Lady Principal, Girls' Normal School		...	...		1
(8) Special Inspectors, Oriental Languages, Science and Drawing					4

Upon the principles suggested in Mr. Taylor's letter the three posts (5) (6) and

* 1 Principal, Lower Grade Training College.

1 Superintendent, Reformatory School.

1 Lady Principal, Girl's Normal School.

(7),* each one of which is of a special and peculiar kind, are left out of the scheme of grading. The posts of professors (this is an unfortunate title as the holders of these posts are not as a rule professors but rather assistant professors), head masters, inspectors and assistant inspectors do not vary sufficiently among themselves to justify a description of them as heterogeneous. The qualifications required for some of these posts differ from those required for others, but such differences are to be found in all graded government departments except possibly the Judicial service.

3. In the Provincial Executive Service there are two hundred and fifty-one deputy collectors. These included on the 1st July 1910 one Junior Secretary of

the Board of Revenue, one Assistant Director of Land Records and Agriculture, three officers on land acquisition duty, one " nazul " and " wasika " officer, five special managers of the Court of Wards, one assistant to the Commissioner of Excise, one personal assistant to the Director of Land Records and Agriculture, one officer on settlement duty and one assistant registrar of co-operative societies. These are heterogeneous appointments which require special qualifications. But the service is graded, and officers are promoted from one grade to another irrespective of the appointments which they hold. Occasionally also for special reasons appointments are made to grades higher than the lowest. Yet the system works well. The conditions are accepted willingly and loyally by the members of that service, and there is no real discontent.

4. In the Provincial Executive Service however it is the rule that promotion to the grades above Rs. 400 are by selection and not by seniority. On this principle posts in the Provincial Educational Service on Rs. 600 and over should be reserved for professors and inspectors of approved service. Head masters, assistant professors and assistant inspectors as such should not be eligible for promotion above Rs. 500. At present the highest pay of a professor is Rs. 400. It is impossible to expect that the best scholarship in the country will be attracted by such pay.

5. Officers whom the Local Government may wish to recruit for special posts at present not in existence, which require a scale of remuneration beginning above the ordinary minimum and not rising to the ordinary maximum, would not be placed in the cadre.

6. Allowing for changes in the service since Mr. Taylor's letter was despatched the graded system proposed would now consist of--

					Rs.
1 post on	...	...	...	...	800 a month.
2 posts on	...	...	...	...	700 "
3 "	...	...	...	...	600 "
6 "	...	...	...	...	500 "
8 "	...	...	...	...	400 "
9 "	...	...	...	...	300 "
10 "	...	...	...	...	250 "

In addition to this cadre there should also be two posts of probationary inspectors on Rs. 200 as recommended in paragraph 4 of Mr. Taylor's letter no. 476 dated the 15th June 1908. The allowance of Rs. 200 a month recommended in paragraph 6 of that letter should also be sanctioned, to be given at the discretion of the Local Government to an officer in the Provincial Service, whether serving as inspector, professor, or headmaster, who is considered specially deserving.

7. His Honour has carefully considered the objections advanced by the Government of India to a graded system, but he considers that the system proposed above has not the defects of the system contemplated by the Government of India. He further considers that this system is the one best suited to the circumstances of the province. The minimum pay cannot in his opinion safely be put below Rs. 250 a month, except in the case of the two posts of probationer. I am to request that these suggestions may receive the favourable consideration of the Government of India.

8. I am directed to give the Lieutenant Governor's opinion as to the points of principle and policy raised in paragraphs 9 to 12 of Sir Harold Stuart's letter. The causes of discontent in the Provincial Educational Service appear to His Honour to be as follows:—

- (1) officers in the Provincial Educational Service occasionally find towards the end of their careers that they are worse off than their contemporaries who have entered other departments of the public service, such as the executive or the judicial;
- (2) their promotion is slow;
- (3) their present pay is insufficient to maintain them in accordance with their position;

(4) they are sometimes superseded by direct appointments to higher grades.

9. Such dissatisfaction as is based upon a comparison by a Provincial Educational officer of his own pecuniary position with that of a contemporary in the executive or judicial service deserves little sympathy. It is to a certain extent unreasonable. The grades of pay in each department are fixed with reference to the nature of the duties to be performed; and no Government has ever attempted to lay down the same scales of pay for all departments. It may be admitted that a teacher, whether head master or professor, should have special gifts. He should have sympathy, the knack of controlling and guiding boys, and the art of imparting instruction. He has great opportunities for good and evil; and it is worth while paying well to secure a good man. But, on the other hand, the work is not arduous; and there are many holidays. It is therefore unreasonable to compare service in the Provincial Educational Service with service in departments such as the Provincial, Judicial and Executive, where the emoluments may be superior after an equal length of service. The latter services require superior qualifications. Work is more continuous, varied and heavy; holidays are few; leave is frequently difficult to obtain; and a heavy strain is laid upon the picked men selected for such appointments.

10. The second and third grounds of complaint are better founded; but the improvements now proposed will go far towards removing them. The prospect of supersession will always remain and must always remain; but it will only affect the less competent, and will become a less and less potent factor as the standard of efficiency rises with the improvements in prospects.

11. There remains one very important subject of reform. In the case of the great majority of the officers in the Provincial Educational Service the improvement in pay and prospects now proposed should in future be sufficient to satisfy the reasonable aspirations of the members of the service. But there will be, it is hoped, a certain number of officers whose capacities will be so marked as to demand in their case a recognition beyond that for which provision has been proposed. Such cases will not be numerous; none exists at present. But in the general advancement which better conditions will tend to produce it may be found—and it is trusted that it will be found—that such cases will arise. The Government of India have foreseen this contingency, and propose to meet it by the assertion of the principle that there are no posts in the Educational department which natives of India as such should be debarred from holding; and the further principle that all posts shall be exchangeable between the Indian and the Provincial Services according as the circumstances, existing at the time of a vacancy, may require the appointment of a European or may admit of the appointment of an Indian.

12. The first of these principles was accepted by this Government to a certain extent in Mr. Taylor's letter, when this Government agreed to the removal of the disqualification which prevents the appointment of a member of the Provincial Educational Service to the post of Assistant Director of Public Instruction or principal of a college. The mere removal of this disqualification will, however, have no practical effect, as there is no likelihood of a provincial officer being selected for either of those posts. The second principle requires full consideration.

13. His Honour would postulate that in the apportionment of superior appointments to members of the Provincial Educational Service the principle that the Indian Educational Service is a *corps d'elite* should stand out unmistakably. This latter principle is supported by the findings of the Public Service Commission of 1887, and has formed the basis of the distinction in treatment which has hitherto prevailed in this and other departments. The Lieutenant Governor considers it would be most inadvisable to depart from this principle. The distinction of treatment is not based on anything connected with difference in race, but is based simply on differences in training and opportunity. It is not a distinction between the European and the Indian, but between the man trained in Europe who has been specially selected by the Secretary of State, and the man who has either, if trained in Europe, not been selected by the Secretary of State, or who has been trained in India. The former should be, and is likely

to be, imbued with the best traditions of educationalism, and should have in addition energy and administrative capacity. The latter is not likely to possess the former's advantages. From this principle must be deduced as a corollary a secondary principle that there is an irreducible minimum of posts which must be retained by members of the Indian Educational Service if the morale and the efficiency of the educational work done are to be maintained at a proper standard. The acceptance of the proposal that all posts shall be interchangeable appears to the Lieutenant-Governor to violate this principle. The proposal is further open to serious practical objections. In practice only such members of the Provincial Educational Service as are really fit to hold posts at present held by members of the Indian Educational Service will be appointed to such posts. This is what the Government of India desire and what the Local Government will try to ensure. But the enunciation of the general principle of interchangeability might only raise hopes among members of the Provincial Service which cannot be fulfilled. The fact is that there is not at the present moment a single member of the Provincial Educational Service whom the Lieutenant-Governor could select for promotion to a post held at present by a member of the Indian Educational Service. As time goes on there may be a few. There will never be very many. In these circumstances it would be premature to assert the principle of interchangeable posts, and any such assertion might only tend to intensify the discontent which Government seeks to remove.

14. In paragraph 7 of Mr. Taylor's letter referred to above it was stated that Sir John Hewett did not consider it necessary or desirable to transfer permanently any posts in the Indian Educational Service to the Provincial Service. But Mr. Porter does not think that there would be any objection to promoting to the Indian Educational Service (subject to a fixed maximum) members of the Provincial Service who have the necessary qualifications. The Lieutenant-Governor proposes that no post be listed or specified. He considers that as a vacancy occurs the qualifications of suitable Provincial Educational Service candidates who stand out as deserving recipients on their merits should be considered, subject to the condition that the maximum is not exceeded.

15. His Honour has considered the number of posts which should represent the maximum in question and would fix it at three. There are at present in the Indian Educational Service in this province twenty-six officers including the Director of Public Instruction, and the Lieutenant-Governor after examining the question in all aspects is of opinion that it would be most inadvisable to fix more than three of the posts in the Indian Educational Service as posts for which members of the Provincial Educational Service are eligible. He has no officer to propose for promotion at present, and in consequence no proposals to make as to reduction in recruitment of Indian Educational Service officers.

16. The number of graded officers in the Provincial Educational Service amounts under the proposed scheme to thirty-nine. Under the system proposed 7.69 per cent. may rise to special appointments at present held by members of the Indian Educational Service. The opportunities of members of the Provincial Educational Service will, if this proposal be accepted, compare favourably with those of the members of other Provincial Services. Only 5.34 per cent. of the members of the Provincial Judicial Service, and only 2.39 per cent. of the members the Provincial Executive Service, can rise to posts to fill which members of the Civil Service of India had hitherto been recruited.

17. In a case where a Provincial Educational officer may be promoted to the Indian Educational Service the Lieutenant-Governor considers that his salary should be the same as that of any other officer in the Indian Educational Service that is—he would draw at the time of his promotion pay at the same rate (subject to a minimum of Rs. 500) as that which he drew in the Provincial Educational Service, and he would rise by the usual periodical increments to Rs. 1,000. In addition the allowances suggested in paragraph 8 of Mr. Taylor's letter would also be awarded to officers filling the posts therein mentioned.

18. His Honour will direct that in future only statutory natives of India shall be recruited for the ordinary Provincial Service, and that in those special

cases where it may still be necessary to appoint to the Educational Service Europeans not being statutory natives of India, whose qualifications do not entitle them to admission to the Indian Educational Service, such appointments should be outside the Provincial Service, and should be on terms special to themselves. The Lieutenant-Governor would, however, prefer not to accept the hard and fast rule that admission to the Indian Educational Service in the case of officers at present in the Provincial Educational Service is to be limited to statutory natives of India. It is possible that no proposal will ever be made to admit to the Indian Educational Service any officer at present in the Provincial Educational Service who is not a statutory native of India. But should such a case arise His Honour would wish to have the right to decide it on its merits.

19. The effect of the foregoing proposals for reorganizing the Provincial Educational Service, excluding the salaries and allowances of officers who may in future be promoted to the Indian Educational Service, is exhibited in the accompanying proposition statement. The latter has been verified by the Accountant-General. The net result is an increase in annual expenditure of Rs. 41,400.

20. I am to recommend these proposals for the favourable consideration of the Government of India. If accepted they will be introduced as soon as financial conditions permit.

14th January 1910.																	
		*1	Officer ...	...	400 0 0	20 0 0	500 0 0	466 10 8	*1	Officer ...	...	400 0 0	20 0 0	500 0 0	466 10 8
		†1	Officer ...	...	300 0 0	10 0 0	350 0 0	333 5 4	†1	Officer ...	...	300 0 0	10 0 0	350 0 0	333 5 4
		‡1	Officer ...	...	200 0 0	20 0 0	300 0 0	266 10 8	‡1	Officer ...	...	200 0 0	20 0 0	300 0 0	266 10 8
42			Total	...	13,450 0 0	...	13,700 0 0	13,516 10 8	44	Total	...	16,900 0 0	...	17,150 0 0	1,7066 10 8	6,850 0 0	3,400 0 0

NOTES.—The post of Head Master, Industrial School, Lucknow, is not shown in the above statement. This post is in the Subordinate Educational Service, but the present incumbent (Mr. Swinchatt) is personally included in the Provincial Educational service.

A post on Rs. 400 is held in abeyance so long as Mr. Banbery holds the post of Head Master, Jubilee High School, Lucknow—*vide* G. G. O. no. 163 (Home—Education), dated the 4th March 1909.

A Provincial Service officer will also be eligible for an allowance of Rs. 200—10—250 in addition to his pay if appointed to the post of principal of a college.

*Principal, Lower Grade Training College, Lucknow.

†Superintendent, Reformatory School, Chunar.

‡Lady Principal, Girls' Normal School, Lucknow. Appointment not filled as yet.

PRESENT scale verified, and certified that the proposed scale requires the sanction of the Secretary of State for India.

B. L. NEHRU,

Asst. Acct. General, United Provinces.

L. STUART,

Secy. to Govt., United Provinces.

No. 74 (Home—Education) Confidential, dated Lahore, the 28th February 1910.

From—The HON'BLE MR. J. C. GODLEY, M.A., Under Secretary to Government,
Punjab, Home (Education) Department,

To—The Secretary to the Government of India, Home Department.

I am directed to acknowledge the receipt of Sir Harold Stuart's letter no. 91, dated 26th October 1909, regarding an improvement of the conditions of the Provincial Educational Service.

2. In reply, I am to say that the Lieutenant-Governor concurs generally with the views expressed in the letter regarding the unsuitability of a graded system for a service containing a number of miscellaneous appointments, and His Honour thinks that a classification of officers according to the work in which they are employed, and the assignment to them of progressive rates of pay, would be likely to remove any cause for dissatisfaction with the conditions of the service.

3. In paragraphs 9 and 10 of the letter under reference the Government of India say that natives of India should not be debarred from holding any post in the Education Department, and that as natives of India are now only eligible for appointment to the Provincial Educational Service, it follows that the higher educational posts should be interchangeable between the Indian and Provincial services, according as the appointment of a European or a native of India is determined on. The Lieutenant-Governor considers that the object in view, *viz.*, the assertion of the principle that the higher educational posts are open to natives of India, would be more simply and easily attained if there were one educational service open to both Europeans and Indians, and if fixed pay were assigned to the various posts, a lower scale being given to officers recruited in India. Assuming, however, that the Government of India have finally decided to have two separate services, then in order to place these services on an equal footing as regards the higher appointments, Sir Louis Dane agrees that the maximum salary ordinarily attainable in the provincial service should be Rs. 800, that the pay should be progressive, and that a higher rate should be allowed when natives of India are selected to fill educational appointments which have been hitherto reserved for the Indian Educational Service. In the Punjab the only posts to which higher pay need be attached are, His Honour thinks, the Directorship and the Principalship of the Government College, which might be assigned salaries of Rs. 1,300 and Rs. 1,000 respectively when held by natives of India. The Lieutenant-Governor is advised that the provincial service in the Punjab does not at present contain any officers who could be considered eligible for the higher scale proposed, either now or in the near future; and I am also to say that it is unlikely that a reduction of the cadre of the Indian Educational Service will be rendered possible for some time to come, by the improvement of terms which is now contemplated.

4. I am to submit for the approval of the Government of India a verified proposition statement in duplicate based on the principles recommended for the reorganisation of the Provincial Educational Service, *viz.*, (a) maximum pay of Rs. 800 per mensem, (b) progressive salaries, (c) classification of officers according to their duties, and (d) separation from the provincial service cadre of such appointments as it is thought desirable that Europeans should, for the present, continue to hold. Provision has been made for one new Professorship, and for a Headmastership and the Principalship of the Mayo School of Art which have been hitherto included among the Indian Educational Service appointments. In Punjab Government, Home (Education) Department, letter no. 361, dated 18th November 1909, the scale of pay proposed for the Principal, Mayo School of Art, Lahore, was Rs. 500—40—700. If that proposal is agreed to, and the scheme now submitted is subsequently sanctioned, the pay of the present incumbent will be regulated according to Article 157-A of the Civil Service Regulations.

The cost of the scheme, including the personal allowances sanctioned in Mr. Marris' letter no. 259, dated 25th March 1904, and after deducting the savings that will result by a reduction of seven appointments in the subordinate service, the abolition of a Headmastership now included in the Indian Educational Service, and the substitution of a Vice-Principalship of the Mayo School of Art in the Indian Educational Service on Rs. 500—750 for a Principalship on Rs. 500—1,000 in the same service will be Rs. 34,080 per annum in excess of the present expenditure on the Provincial Educational Service. I am to add that owing to the present condition of the Provincial Finances the Lieutenant-Governor does not anticipate that it will be possible to give effect to the revision for a considerable period.

Statement of proposition for the revision of the Provincial Educational Service, Punjab.

PRESENT SCALE.			PROPOSED SCALE.					INCREASE.	DECREASE	TOTAL.	REMARKS.	
No.	Designation.	Pay.	No.	Designation.	Pay.			Average cost.	Per month.	Per month.		Increase or decrease.
					Minimum.	Increment.	Maximum.					
		Rs.			Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
	<i>Higher Section.</i>			<i>Higher Section.</i>								
1	Inspector of Schools ...	700	1	Inspector of Schools ...	400	25	800	666 10 8	...	33 5 4		
1	Inspector of School's ...	600	1	Inspector of Schools ...	400	25	800	666 10 8	66 10 8	...		
1	Registrar, Education Department.	500	...	.....	..	...	...	...	...	500 0 0	
1	Professor, Government College	500	1	Professor, Government College.	400	25	800	666 10 8	166 10 8	...		
*1	Professor, Government College	500	1	Professor, Government College.	400	25	800	666 10 8	166 10 8	...		
1	Superintendent, Reformatory School.	400	...	.....	...	...	...	...	...	400 0 0	
1	Inspectress of Schools ...	400	...	.....	...	...	...	...	...	400 0 0	
1	Inspector of Schools ...	400	1	Inspector of Schools ...	400	25	800	666 10 8	266 10 8	...		
1	Vice-Principal, School of Art...	400	...	.....	...	...	...	...	...	400 0 0	
...	...	...	1	Principal, School of Art ...	400	25	800	666 10 8	666 10 8	...	
9	(Including one temporary appointment	4,400	6	.....	...	...	...	4,000 0 0	1,333 5 4	1,733 5 4	-400 0 0

* Sanctioned for 6 months from 4th October 1909 in Punjab Government no. 2745-S., dated 6th October 1909.

Statement of proposition for the revision of the Provincial Educational Service, Punjab—concl'd.

PRESENT SCALE.			PROPOSED SCALE.					INCREASE.	DECREASE.	TOTAL.	REMARKS.	
No.	Designation.	Pay.	No	Designation.	Pay.			Average cost.	Per month.	Per month.		Increase or decrease.
					Minimum.	Increment.	Maximum.					
		Rs.			Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
				<i>Special Appointments.</i>								
...	...	...	1	Head Master ...	500	20	700	633 5 4	633 5 4	...	
...	...	...	2	Head Masters on Rs. 400— 20—600 each.	800	20 each	1,200	1,066 10 8	1,066 10 8	...	
...	...	...	1	Registrar, Education Department.	400	20	600	533 5 4	533 5 4	...	
...	...	...	1	Superintendent, Reformatory School.	400	20	600	533 5 4	533 5 4	...	
...	...	...	1	Inspectress of Schools ...	400	20	600	533 5 4	533 5 4	...	
...	...	...	1	Junior Inspectress of Schools	300	...	300	300 0 0	300 0 0	...	
...	...	...	7	Appointments	...	...	...	3,600 0 0	3,600 0 0	...	+3,600 0 0
	GRAND TOTAL	10,600			...	...	...	16,150 0 0	7,733 5 4	2,183 5 4	+5,550 0 0

J. C. GODLEY,
Director of Public Instruction, Punjab.

OFFICE OF THE ACCOUNTANT-GENERAL, PUNJAB.
Dated ——— 1910.

CERTIFIED that the entries in the column "Present scale" have been checked and found correct.

C. D'A. CROFTON,
Assistant Accountant-General, Punjab.

No. 186—IE.-6 Confidential, dated Rangoon, the 4th March 1910.

From—F. LEWISOHN, Esq., I.C.S., Officiating Secretary to the Government of Burma,

To—The Secretary to the Government of India, Home Department.

I am directed to solicit a reference to the correspondence ending with your letter no. 917, dated the 26th October 1909, regarding proposals for the improvement of the present constitution of the Provincial Educational Service.

2. It is understood from your letter that the lines on which the Government of India are prepared to reconstitute the Service in Burma are generally as follows:—

- (a) Officers to be classified according to the work on which they are employed, and to be given progressive rates of pay;
- (b) Minimum pay to be fixed at Rs. 300 per mensem;
- (c) Progressive pay to be given reaching to Rs. 600 per mensem with allowances bringing the maximum to Rs. 800;
- (d) The assertion of the principle that all posts in the superior branch of the Education Department are exchangeable between the Indian and the provincial services according as the circumstances existing at the time of a vacancy may require the appointment of a European or may admit of the appointment of an Indian;
- (e) A considerable increase in the maximum pay open to members of the Provincial Educational Service in order to give the policy of making all posts interchangeable between the two services a fair chance of success, the increase suggested being the establishment of a special scale for selected officers who on admission to the scale would draw Rs. 800 and advance by triennial increments of Rs. 100 to Rs. 1,000 and thereafter by triennial increments of Rs. 100 to Rs. 1,300;
- (f) Admission to the higher scale to be limited to natives of India;
- (g) Only natives of India to be recruited in future for the Provincial Educational Service;
- (h) Europeans, if required for the Educational Service, whose qualifications do not entitle them to admission to the Indian Educational Service, to be recruited on special terms and not admitted to the Provincial Educational Service;
- (i) Members of the Provincial Educational Service when appointed to the post of Assistant Director to receive a special allowance of Rs. 100 per mensem.

3. I am to submit a copy of a letter (no. 15084—24E.-7, dated the 13th December 1909), from the Director of Public Instruction, containing an expression of his opinion on the proposals explained in your letter.

4. The Lieutenant-Governor understands that the principles stated in paragraphs 9 and 10 of your letter are not open to discussion. In respect of them, he desires merely to say that he sees no insuperable objection to their adoption if he is correct in understanding that Provincial Service officers will be appointed only to posts for which they are qualified. For instance, at present a Provincial Service officer has been appointed on probation as an Inspector. If he should vacate the post, it is understood that this Government will not be expected to appoint another Provincial Service officer to succeed him unless a fully qualified officer of that Service is available.

5. Sir Herbert White desires, however, to press as strongly as possible for a re-consideration, 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.

6. I am further to press most strongly the Lieutenant-Governor's objection to the proposal that admission to the proposed higher scale described in paragraph 11 of your letter should be limited to Natives of India. No reason is assigned for this proposal and His Honour is unable to conjecture on what grounds it can be justified. The expression of such a rule implies, as is the case, that there are already some officers of the Provincial Educational Service who are not Natives of India. If it may respectfully be said, it would be most inequitable to place these officers under a disability not shared by other officers in the same Service. If a rigid rule excluding for the future Europeans from the Provincial Educational Service is adopted, then when the European officers at present in that service have vacated by death or retirement or otherwise, there will be no occasion for the rule excluding Europeans from the higher scale. But so long as there are Europeans in the Provincial Educational Service, it is submitted that they should enjoy the same rights and privileges and prospects, according to their merits, as other officers of the same Service. *Ex-hypothesi*, only the best qualified officers would be advanced to the higher scale. The imposition of the limitation proposed, if it had any effect at all, could only result in a less highly qualified officer being advanced to the exclusion of one better qualified for promotion solely on racial grounds. The Lieutenant-Governor ventures to think that the full effect and bearing of the proposed limitation can hardly have been properly apprehended and he trusts that the proposal will be reconsidered. Whether in future recruitment is restricted to Natives of India or not, His Honour urges most earnestly that so long as there are Europeans in that Service they should be admitted to the full benefits of the reorganization. To make an arbitrary rule limiting the prospects of officers already in the Service or who may afterwards be appointed to it can only cause discontent and loss of efficiency. It is suggested that instead of the rigid rule stated in paragraph 12 of your letter, it should be prescribed that an officer other than a Native of India should not be promoted to the higher scale except with the previous sanction of the Government of India.

7. Subject to the remarks and representations in the foregoing paragraphs, the Lieutenant-Governor fully approves the principle of opening out to members

of the Provincial Educational Service a prospect of rising to such a scale of pay as is suggested. The scale proposed for the higher grade appears to the Lieutenant-Governor suitable and not materially higher than those recently sanctioned for other Provincial Services. It is no doubt somewhat more favourable than that adopted for the Provincial Forest Service, but it compares not unequally with the scale of the Provincial Civil Service in Burma and that of the Provincial Public Works Department as lately reorganized. The Lieutenant-Governor does not wish to suggest any modification of the proposal in this respect.

As regards the question whether there are any members of the Provincial Educational Service in Burma who are admissible to the higher scale now or in the near future, His Honour concurs with the Director in thinking that there are no officers who could be recommended for immediate or even early appointment. But no doubt officers of the Provincial Educational Service will become eligible in due course. I am to suggest that for the present two appointments on the higher scale should be assigned to Burma and that it should be in the discretion of the Local Government to fill them as qualified officers become available. It is suggested that no limit of time within which these appointments may be filled should be fixed.

In view of the fact that there are at present no officers eligible for the higher scale, it cannot be expected that the improvement in the status of the Provincial Service will have an early effect on the demands for recruitment for the Indian Educational Service. But no doubt in the course of time reduction in that demand will be possible.

No. 744-E., dated Shillong, the 11th July 1910.

From—THE HON'BLE MR. R. NATHAN, C.I.E., I.C.S., Officiating Chief Secretary to the Government of Eastern Bengal and Assam,

To—The Secretary to the Government of India, Home Department.

I am directed to invite a reference to Sir Harold Stuart's letter no. 918 (Education), dated the 26th October 1909, in which the opinion of this Government was invited upon certain points which have arisen from the consideration of the replies of Local Governments to Mr. Fell's letter no. 2-9, dated the 2nd January 1908, on the subject of the improvement of the position of officers in the Provincial Educational Service. I am to deal with these points in the order in which they arise in Sir Harold Stuart's letter.

2. In paragraph 5 of that letter the Government of India state that they are prepared to leave to Local Governments the decision as to whether the graded or progressive pay system should be adopted as the more suitable method of classifying officers for the purpose of pay. They express, however, a preference for classification according to the work in which officers are engaged and the assignment to them of progressive rates of pay. I am to say that the Lieutenant-Governor, after the most careful consideration of this matter, has decided to avail himself of the permission accorded by the Government of India to adhere to the decision expressed in paragraph 4 of Mr. Lyon's letter no. 1144-E., dated the 18th May 1908, that a graded service is best suited to the condition of this province. In support of His Honour's opinion on this point, I am to advance the following considerations.

3. In the first place, I am to state that the Education Department in Eastern Bengal and Assam has had experience of both systems, and this experience has shown the graded system to be by far the more convenient. Where the system of fixing salaries according to the nature of the post has been in force, difficulty has been experienced in effecting transfers and much confusion and correspondence has arisen. It is, moreover, not the experience of this Government that the service comprises posts so heterogeneous in character as to render it difficult to include them in one cadre. When the proposals for the reform of secondary education which were submitted in Mr. Lyon's letter No. 1137-E., dated the 18th May 1903, and which have received the general approval of the

Government of India, are brought into force, the service will be composed of Professors of Colleges, Head Masters of High Schools, Inspecting Officers of various grades, and a small number of miscellaneous posts. This does not appear to Sir Lancelot Hare to constitute a greater variety of appointments than is provided for from the cadres of the Indian Civil Service or the Provincial Executive Service. Nor is inconvenience felt in according promotion to officers of the Provincial Executive Service by ordinary graded steps, although they are recruited on the same principles as officers of the Provincial Educational Service, namely, direct to the lowest grades as well as by promotion from other Subordinate Services. The difficulty to which the Government of India have drawn attention, occasioned by the need which sometimes arises of appointing an officer to a grade other than the lowest, has, the Lieutenant-Governor admits, sometimes made itself felt in this province in the past. His Honour feels assured, however, that with the excellent prospects which the service will offer when reconstituted on the lines which the Government of India have in contemplation, the necessity for making new appointments to any but the lowest grade will become very rare and will not cause inconvenience sufficiently great to over-ride the many advantages which the graded system brings with it. In these circumstances the Lieutenant-Governor would strongly deprecate an entire reconstructing of the service which, while creating great confusion, would not, in His Honour's opinion, be calculated to effect an improvement.

4. Paragraphs 6 and 7 of Sir Harold Stuart's letter deal with the regrading of the Service. The Lieutenant-Governor would not propose to adopt a minimum rate higher than Rs. 200 a month. His Honour considers that it is unnecessary and inexpedient to grant a higher initial rate than that which obtains in the Provincial Executive Service, and the claims of education on the revenues of the province are so great that additional expenditure should not be incurred on salaries, except when urgently needed. The increase of ordinary maximum pay to Rs. 800 is, in Sir Lancelot Hare's opinion, an urgent need, and he is gratified to learn that the Government of India are prepared to recommend this increase to the Secretary of State.

5. With regard to the redistribution of the numbers in the different grades, I am to observe that the portion of paragraph 4 of Sir Harold Stuart's letter in which this Government's proposals as to the details of grading are mentioned, contains a statement which is not entirely accurate. The Lieutenant-Governor did not propose in Mr. Lyon's letter no. 1144-E., dated the 18th May 1908, to alter the grading so as to reduce the number of officers in the lowest grades and increase those in the middle grades; it was merely stated that such a measure would be necessary to ensure adequate prospects of promotion, were not the proposals made in paragraph 11 of this Government's letter no. 1137-E., dated the 18th May 1903, on the subject of the reform of Secondary Education in this province, calculated to produce the desired effect. His Honour does not therefore suggest any re-arrangement of the proportion of posts in the different grades, and were such a re-arrangement introduced, the total cost, including additional expenditure on the Secondary Education scheme, would be greater than the circumstances justify.

6. The Lieutenant-Governor readily subscribes to the principles enunciated in paragraph 10 of the letter under reference. The principle that the higher posts in the Education Department should be exchangeable between the Indian and Provincial Services, according as the circumstances existing at the time of a vacancy may require the appointment of a European or may admit of the appointment of an Indian, is in accord with the existing practice in this province, where both Indians and Europeans fill the highest posts in its Education Department, namely, those of Principals of Colleges and Inspectors of Schools. Sir Lancelot Hare is also prepared to withdraw the objection made in paragraph 6 of Mr. Lyon's letter of the 18th May 1908, to the admission of Provincial Educational Service officers to the post of Assistant Director of Public Instruction, since it conflicts with the important principle on which the Government of India rightly lay stress.

7. Sir Lancelot Hare also accepts the view of the Government of India that the policy of interchangeable posts will be more successful if special rates of pay

are granted to some selected members of the Provincial Service. The details of the proposals made by the Government of India appear to His Honour to be entirely suitable and he has no amendments to suggest. He accepts the suggestion in paragraph 12 that Europeans whose qualifications do not entitle them to admission to the Indian Educational Service, should be appointed on terms special to themselves, and should not therefore be eligible for the superior posts of the Provincial Educational Service. In considering the number of special posts on Rs. 800 to Rs. 1,300, which it would be desirable to create in this province, I am to revert to the consideration advanced in another connection in paragraph 3 of this letter, and to say that, in view of the small size of the Provincial Educational Service, as compared with the Provincial Executive and Judicial Services in Eastern Bengal and Assam, and of the great importance of avoiding on the one hand any action which might tend to create jealousy between the members of the three services and on the other hand any large increase of expenditure on salaries which cannot be justified on the most fully considered grounds of necessity, the Lieutenant-Governor does not see his way to recommending that more than three such posts should be created in this province. If this is accepted, the Lieutenant-Governor concurs in the opinion expressed by the Director of Public Instruction, that there are at the present moment at least three members of the Service whose qualifications and achievements render them deserving of promotion to the rate of pay suggested. Having regard, however, to the financial position of this Government and to the many directions on which increased expenditure on Education is forced upon it, His Honour fears that the three superior appointments cannot be granted at once. They must wait until funds can be provided for them without detriment to other even more important objects.

8. In the concluding portion of paragraph 13 of Sir Harold Stuart's letter, the Government of India inquire whether and to what extent the improvement of the Provincial Service in the manner above indicated, will permit a reduction of the demands which would otherwise be made for recruitment of Indian Educational Service Officers. In reply to this inquiry, Sir Lancelot Hare desires me to state definitely his firm conviction that, although ultimately an effect may be produced in this direction, in this province it cannot be for many years to come. Compared with the immense field of education in Eastern Bengal and Assam (including the privately managed institutions of all grades), the strength of the Indian Educational Service is in many respects inadequate, and it is difficult for the handful of European officers to exert the influence which is needed to foster improvement on sound lines, or even to prevent deterioration. A higher paid service of Indians will not, within any period which can with safety be predicted, be in a position to supply the guidance and example which it is the function of the Indian Educational Service to afford. To reduce the present number of Indian Educational Service officers, or to abstain from making such additions to the Service as may, from time to time, be required by the growth of education or by the need for special reform (as in the case of the appointment of a limited number of European Head Masters of High Schools, which the Government of India have suggested) would be a false economy fraught with grave danger to the future of the educated classes of this province.

9. Finally, with reference to paragraph 15 of Sir Harold Stuart's letter, I am to say that this Government welcomes the proposal to grant the concession of an allowance of Rs. 100 a month to the holders of the important post of Assistant Director—a concession which the Government of India have been pleased to grant in anticipation of their general orders to the present incumbent in this province.

No. $\frac{745}{VI-3-1}$, (Confdl.) dated Nagpur, the 7th June 1910.

From—B. P. STANDEN, Esq., C.I.E., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces,

To—The Secretary to the Government of India, Home Department, Simla.

I am directed to acknowledge the receipt of Sir Harold Stuart's letter no. 919, dated the 26th October 1909, and to express regret for any inconvenience that may have been caused to the Government of India through the

Chief Commissioner's omission to answer Home Department's letter no. 2-9, dated the 2nd January 1908. The questions raised in the last mentioned letter were dealt with, though not expressly, in Colonel Colomb's letter No. $\frac{705}{VI-7-7}$, dated the 17th May 1909, and for this reason the Chief Commissioner omitted to send a special answer to the letter of the 2nd January 1908.

2. The letter now under acknowledgment considers the question of the Provincial Educational Service with reference to the answers received from the various Local Governments, and expresses the conclusion of the Government of India that, subject to certain general propositions on which further opinion is invited, the details of the Provincial Educational Service should be settled for each Province according to its local requirements. In the last paragraph of the letter under acknowledgment, the Chief Commissioner is asked whether, in the light of their observations, he is desirous of making any modifications in the scheme proposed and explained in Colonel Colomb's letter of the 17th May 1909.

3. Before discussing the specific points with which it is necessary to deal on this present reference, the Chief Commissioner ventures to preface his remarks with a few observations connected with Provincial Services generally. Several such re-organizations have been approved or are under consideration, and it is most important that in any scheme of this kind some general principles should be followed, which will, on the one hand, save the Government of India from the charge of inconsistency in dealing with its various services and, on the other, satisfy the reasonable hopes of educated Indians, and avoid causing discontent or inter-service jealousy either by too generous treatment of one service or too illiberal treatment of another. If the purely Imperial Departments, with which the Chief Commissioner does not feel qualified to deal, be put aside, the principal Provincial services are:—

- The Provincial Civil Service,
- The Provincial Public Works Service,
- The Provincial Forest Service, and
- The Provincial Educational Service.

The first differs from the last three in that the Imperial branch of the Civil Service is entered by open competition. There is nothing at present, so far as the Chief Commissioner is aware, to prevent the whole of the selected Indian Civil Service candidates of a year being Indians, if by any chance all the highest places in the examination were obtained by Indians. Once having entered the Indian Civil Service, an Indian is eligible for any appointment open to or reserved for that service, and he has the same pay, pension, and leave as his European fellows of that service. In the other services mentioned, appointment is made by the Secretary of State; and though, as the Chief Commissioner believes, Indians are not expressly barred, two facts, first, that they enjoy the practical monopoly of the Provincial Service, and, second, that in a system of pure nomination the necessity of maintaining European services in India at a certain strength receives an amount of consideration impossible under an unconditional system of open competition, operate to reduce the number of Indians so appointed to insignificance if not almost to nullity.

4 This is not the place in which the possible dangers attending the absence of any restriction upon the number of Indians, who can enter the Indian Civil Service by open competition can be usefully discussed, but it has some bearing upon the discussion of the openings in Government service which the various services offer to highly educated Indians, and the more attractive that the Provincial Service is made for them, with an added though restricted possibility of entering the Imperial Service from the ranks of the Provincial, the less will be the temptation for increasing numbers to undergo the great expense and uncertainty which candidature for the Indian Civil Service open competition involves. The correct interpretation in the concrete of the Queen's Proclamation of 1858 is a very difficult matter; practically it means that a *qualified* Indian shall not be excluded from any appointment under the Government of India, because he is an Indian. The whole matter therefore

turns upon *qualification*, and the Chief Commissioner submits with deference that the best way of meeting this difficulty is to affirm boldly that Indians who are qualified for the higher posts are as yet very few, and that it is therefore necessary to lay down, not a minimum which must be held by Indians, but a maximum which may be held by them. This maximum would in all cases be in excess of present appointments and present qualifications, and would only be very gradually attained. The maximum would be raised from time to time when it was found that the number of qualified Indians had begun to be steadily in excess of the appointments open to them. The converse process of prescribing a minimum is very dangerous; it causes an outcry if the appointments are not all filled because the men are not qualified, and it results in the appointment of unsuitable men in order to avoid that outcry. Under the maximum system appointments of Indians would increase *pari passu* with qualifications; under the minimum system they will tend to increase in anticipation of qualifications. Any system likely to involve the appointment of unfit Indians to high posts merely to satisfy arbitrary minimum standards is open to two grave disadvantages to Indians themselves. First, it brings their qualifications and abilities into contempt to the injury of others who might prove really fit but are condemned vicariously; secondly, it causes serious discontent among those mediocre Indians who are not selected, although they feel themselves, and are known by their compeers, to be the equals of the men who are selected. Similarly, the elevation of an unfit Indian to a high post in which he exercises authority over European officers of some seniority is a source of discontent to the European services, and most prejudicial to discipline.

5. It seems, therefore, to the Chief Commissioner that the principles which should guide the Government of India in dealing with its Provincial Services are :—

- (i) To divide appointments into (A) those which ordinarily at present require to be filled by European officers; and (B) those which do not necessarily require them.
- (ii) To fix the maximum number of appointments in (A) which can be held by Indians.
- (iii) To restrict appointments falling under (A) to Indians who are really thoroughly fit to hold their own with European officers.
- (iv) To transfer the officers declared after due deliberation fit to hold (A) appointments to the Imperial list, and to give them Imperial pay.
- (v) To treat all lesser appointments as Provincial Service appointments on a lower scale of pay, but one which bears some fairly definite ratio to the Imperial pay.

This is not the occasion in which to do more than illustrate what would be the practical application of such a principle to the various services, but among the appointments which naturally occur as falling under the (A) category would be—

In the Civil Service—

Headships of districts.
District and Sessions Judgeships.

In the Forest Service—

Conservatorships in the Forest Department.

In the Public Works Department—

Superintending Engineerships.

In the Educational Service—

Directors of Public Instruction.
Principalships of Government Colleges.

In other words, each Department would have certain listed appointments pronounced fitness to hold which would justify transfer to the Imperial list, and an Indian holding a listed appointment, or definitely pronounced fit to hold it, would draw pay on the Imperial scale. This is less necessary in the

Provincial Civil Service than in the other services mentioned, because there is no restriction upon Indians entering the Indian Civil Service by the door of open competition ; even in their case, however, it is advisable and might pave the way to future limitations on the number of Indians admitted through the open competition into the Indian Civil Service if hereafter found necessary. But in the services filled by the Secretary of State it is essential that Indians should not feel that they are under a perpetual ban of inferiority in pay and status, and that no services, however eminent, of an Indian member of a Provincial Service can ever enable him to shake off that ban. The principle is recognized in the proposals of the Government of India for the reorganization of the pay and prospects of Provincial Engineers, upon which the Chief Commissioner has lately submitted his opinion, and even in the correspondence under reference there are indications of a new departure in this direction.

6. I am now to turn to the proposals immediately under discussion—the reorganization of the Provincial Educational Service. The proposals contained in paragraphs 19 and 20 of Colonel Colomb's letter of May 1909 contemplated the following scale of remuneration of a Provincial Service of 30 posts :—

Ordinary Rs. 200—20—500 at the end of the 15th year.

Four appointments on the following special scale :—

Rupees 550 for two years,

„ 600 for two years,

„ 700 for two years,

„ 800 thereafter,

that is to say, two biennial increments of Rs. 50 and then two biennial increments of Rs. 100. The principle on which these recommendations were based was that the ordinary man, not actually punished for inefficiency or misconduct, would rise to Rs. 500, and that the specially selected man would then be able to rise to Rs. 800, thus being on fair terms of equality with the Provincial Civil Service in which seniority without misconduct or inefficiency leads a man up to the Rs. 500 grade, promotion to the three higher grades being regulated by selection.

7. Since these proposals were formulated, two considerations render it advisable to subject them to further examination. The first is that improvements in the pay and prospects of the Indian Educational Service are under consideration (on this the Chief Commissioner has submitted his opinion to the Government of India) ; and the second is the question of the admission of Indians to the Imperial list, which has been touched upon in this correspondence, and is actually suggested by the Government of India in the case of Engineers. The Chief Commissioner has also had further opportunities of reflecting upon the problem of satisfying the aspirations of Indians and removing, if possible, the blow to their *amour propre* involved by the total exclusion of Provincial Service men from the Imperial branch. He considers, therefore, that a small modification is necessary in the proposal of 1909, which shall put into effect the principles described earlier in this letter. He thinks that in the Indian Educational Service of the Central Provinces there should be one listed appointment out of 16 in the Indian Educational Service open to special merit in the Provincial Service and carrying Imperial pay, and the Provincial officer, if any, selected as good enough for the Imperial list would be on the same footing as the European members of the Indian Educational Service in respect to eligibility for such posts as Principal of a College or Director of Public Instruction. He might never be selected for these posts because officers senior to him in the Indian Educational Service might block his way, but he would be on a list of persons to whom such an appointment was open. In this way the Government of India's wishes would be met, since Indians would not be definitely debarred from these appointments as such. The mere appointment of an Indian to to be an Inspector would not connote his fitness for the Imperial list any more than the appointment of an Indian as an Executive Engineer involves his transfer to the Imperial list, and the maintenance of one Inspectorship for the Provincial Service would not be affected. If the Inspector who held the Provincial Service

appointment were pronounced fit he would draw Imperial pay, if not he would draw Provincial pay.

8. But since there will be 30 posts in the Provincial Educational Service in the scheme submitted by the Chief Commissioner, he recommends that one senior Provincial appointment should carry Rs. 100 (just as he has recommended an allowance of Rs. 150 in the case of the Indian Educational Service) to be earned after 25 years. The prospects of the Provincial Educational Service would then be:—

Ordinary prospects up to Rs. 500 after 15 years,

Selected men up to Rs. 800 after 22 years,

One appointment as a reward, Rs. 900 after 25 years,

and the possibility of a really first class man being admitted to the Indian Educational Service on the pay of that service.

If, however, the Government of India eventually decide to allow the Indian Educational Service officer to rise to Rs. 1,500 by the ordinary incremental scale, the Chief Commissioner would be inclined to make the Provincial scale slightly more liberal, *i.e.*, the increments might rise to Rs. 900 and thus one member of the Provincial Service, who was really meritorious, might aspire to rise to Rs. 1,000; and if he were pronounced fit for a Directorship or a Principalship of a College, to the full pay to which an Indian Educational Service officer could rise. These slight increases over the highest grade of an Extra Assistant Commissioner in the Provincial Civil Service would be merely held to correspond with the right to listed appointments allowed to the latter service.

9. The relative scale of pay of the two Educational Services would not be as liberal to the Provincial Educational Service as that proposed in the case of the Public Works Department, but the latter service has a different history, and is at a much later stage of development than the Educational Service. Moreover, whereas in the Public Works Department the two branches advance side by side and carry out precisely similar duties, in the Educational Service it would only be later in the service that this condition would come into force. For a long time the members of the Provincial Educational Service would be holding only Assistant Inspectorships and Junior Professorships. It is therefore only right and proper that their pay should be on a much lower scale. As with seniority their responsibilities increased the pay would rise until, as provided in the Chief Commissioner's proposals, the Provincial Inspector would rise to Rs. 900 or Rs. 1,000 as compared with Rs. 1,300 or Rs. 1,500 drawn by the Senior Inspectors of the Indian Educational Service, thus approximating to the two-thirds scale. The Chief Commissioner is also of opinion that Rs. 200 is quite sufficient as the starting point of the Provincial Educational Service. It is the pay of the lowest grade of an Extra Assistant Commissioner.

10. Europeans who are not Statutory Natives of India but are now in the Provincial Service should be entitled to participate in any scheme for the benefit of the Provincial Service. The European who is not a Statutory Native of India should not be appointed at all in future (unless in some very exceptional case by the Viceroy), but if so appointed he should be admitted into the Indian Educational Service after such a period of probation as might be required. In this way the appointment of such a European would operate to reduce recruitment in England, and not to the disadvantage of the Provincial Service.

11. At the present moment the Provincial Educational Service in these Provinces comprises Mr. Andrew Mitchell, a very Senior Inspector, and some College Professors. Mr. Mitchell is a hard working and experienced officer who should certainly be admitted to the highest pay that the re-organised Provincial Service allows, but the Chief Commissioner would certainly not consider him as fit to be a Director, and he could not well in his opinion be held qualified for the Principalship of a College. The Indian members of the Provincial Service consist of a rather miscellaneous assortment of College Professors, none of whom are of a very marked calibre, or would at present be considered as fit to rise above the Rs. 500 which he recommends as the limit ordinarily attainable by average men. For the new Provincial Service appointments under the Chief

Commissioner's scheme, now under consideration by the Government of India, including the appointments of Assistant Inspectors, it will be necessary to recruit gradually good men as they are obtainable. The full complement could not be recruited at once even if provincial finances admitted of so much expenditure being incurred, and in order to obtain these men the full prospects should be before them from the beginning. It is not at all necessary definitely to exclude the existing staff from these benefits, since if they are not of sufficient merit they will not be selected in the ordinary course for the higher rates of pay. In respect to men newly appointed, they should certainly undergo at least a two years' period of probation on a salary of Rs. 150, since a man with good degrees and excellent testimonials may sometimes prove a failure in actual work, or deficient in moral fibre. In a few instances, but only in exceptional cases, should officers of the Subordinate Service be appointed to the Provincial Service and in that event it should be left for the Administration to decide in each case at what stage in the incremental scale the officer selected should be placed.

12. The proposal to give the Assistant to the Director an allowance of Rs. 100, whether the officer appointed belongs to the Indian Educational Service or Provincial Educational Service, has already been recommended in Colonel Colomb's letter. The Director of Public Instruction now urges that this allowance is insufficient. Mr. Hill appears to contemplate that the officer in question will probably be a Senior Officer in training for a Directorship. This is not what Mr. Craddock intended in his scheme of 1909. The officer was to be a Personal Assistant who would be given a chance of widening his own experience and supervising the office of the Director of Public Instruction during the latter's protracted absences on tours of inspection, in order to prevent too much power falling into the hands of an Office Superintendent. For such duties an allowance of Rs. 100 will prove ample.

13. If, as the number of schools in the charge of the Department increases, the work of supervision becomes too heavy for the Director to perform, the proper remedy will be to create one or more appointments of Deputy Directors whose status would correspond with those of Superintending Engineers in the Public Works Department, or Deputy Inspector-General in the Police. Such appointments would have an excellent effect on the Indian Educational Service, as giving that distinct step in responsibility to the want of which the Chief Commissioner alluded in his letter on the Indian Educational Service as a serious drawback in that service. Incidentally also, fitness for a Deputy Directorship would be an admirable criterion to adopt as the essential preliminary for the transfer of an Indian of merit from the Provincial Educational Service to the Indian Educational Service.

14. In conclusion, the Chief Commissioner hopes that this letter, if it does not quite answer the questions of the Government of India *seriatim*, will yet be found to contain materials to assist them in coming to a decision upon the points at issue so far as they concern this Province. He believes that the conditions of service proposed will prove sufficient to attract men of the best qualifications at present available, and that the hopes held out of rewards to conspicuous merit will redeem the pledges contained in the original Proclamation of 1858 and repeated from time to time,