

4. Responsibility and labor have been duly weighed, peculiar advantages or disadvantages of climate have been regarded, and the market value of special acquirements, necessary in some few exceptional cases, have been taken into account. Where mistaken system has been found to occasion increased charge, and where improved organization promised decrease in expense, systems and polity have been freely canvassed, and many reforms proposed.

5. Payment with reference to class has been renounced. The salary proposed for each office is the salary I would award to the incumbent of the office, whether Civilian, Military Officer, East Indian, or Native. A Statement* is annexed in which all Civil offices are allotted to the class by which, I think, they ought to be filled. If the controlling authorities disapprove of the allotment of any office, all necessary will be to erase the office from the column in which it stands, and insert it in the column considered more suitable. If payment according to class is still considered proper, all necessary will be to rule that whenever an office entered in columns 2, 4, and 5 may be held by a Military Officer, the salary shall be decreased by such a percentage, and that whenever any office in columns 3 to 5 may be held by an Uncovenanted Officer, the salary shall be decreased by such a percentage. I would not do anything of the sort; but I have provided for its being done in a consistent and intelligible manner should such counsels prevail. The Statement is prepared on the supposition that the system of employing Military men in Civil offices will continue unchanged; but in anticipation of a change of system, I have affixed a mark to each office, denoting how I would dispose of it, if the system be changed. Those marked C M, I would still consider exceptional, and common to Civil and Military, though the rule might be non-employment of Military Officers. Those marked C, I would allot to the Covenanted Civil Service, those marked C U, I would make common to the Covenanted and Uncovenanted, and those marked U, I would allot to the Uncovenanted Service.

6. A Circular† in the form appended, marked L, was issued to all Officers holding Civil employ. My account of the labors and responsibilities of offices is taken chiefly from the Returns received in reply to this Circular, and information furnished in conformity with calls made after consideration of the Returns.

7. The Report takes up separately 120 offices and classes of offices, embracing 2,625 Officers, and explains the reasons for proposing increase or decrease in each case.

8. The result, on the whole, is an increase of Rs. 9,81,451-7-0 per annum. In Bengal there is an increase of Rs. 1,44,781-10-0 per annum. In Madras there is an increase of Rs. 7,24,658-13-0 per annum. In Bombay there is an increase of Rs. 1,01,614-14-0 per annum. In the North-West Provinces there is a saving of Rs. 2,93,054-14-0 per annum. In the Punjab, and other Non-Regulation Provinces, &c., administered by the Supreme Government, there is an increase of Rs. 3,03,481-0-0 per

* Marked G.

† No. 1, dated the 26th March 1856.

FORM D.

Punjab Statement.

1	2		3		4		5		6		7		8		9		
NAMES OF DISTRICTS.	Area in Square Miles.	Relative position with reference to the preceding Column.	Population.	Relative position with reference to the preceding column.	Land Revenue.	Relative position with reference to the preceding column.	Abkaree Revenue for one year on an average of 5 years.	Relative position with reference to the preceding column.	Stamp Revenue for one year on an average of 5 years.	Relative position with reference to the preceding column.	Average receipts of Treasury in a year.	Relative position with reference to the preceding column.	Number of persons brought to trial average for 1 year.	Relative position with reference to the preceding column.	Number of Cases in Deputy Commissioner's Office in one year on an average of 5 years.	Relative position with reference to the preceding column.	Relative position with reference to all the preceding columns.
1. Umballa	1,965	20	7,82,087	4	10,08,775	3	47,215	3	15,785	4	75,70,270	2	3,300	2	7,816	6	1
2. Umritsur	2,024	19	8,84,429	1	10,07,795	4	43,124	4	23,016	2	33,95,268	7	2,061	11	9,916	3	2
3. Hooshiarpore	2,202	18	8,24,003	2	13,72,483	1	17,951	10	18,259	3	17,03,127	13	2,343	7	10,624	2	3
4. Jullundur	1,380	24	7,08,728	6	11,19,813	2	35,256	5	13,881	5	27,13,857	8	2,287	8	6,237	9	4
5. Kangra	8,000	1	7,18,955	5	6,69,270	11	21,067	9	5,854	17	13,29,406	16	3,290	3	6,048	10	5
6. Lahore	2,825	13	5,91,682	8	3,57,431	21	66,587	1	28,003	1	3,32,410	27	2,928	4	8,909	4	6
7. Rawulpindee	5,995	3	5,53,750	9	7,07,385	9	21,755	8	6,481	14	63,54,883	3	2,055	12	2,744	24	7
8. Goordaspore	1,675	22	7,87,417	3	9,56,095	6	17,938	11	11,363	7	25,79,927	9	1,554	19	8,328	5	8
9. Ferozepore	2,812	14	5,12,724	13	6,23,628	13	26,543	7	9,901	8	34,92,636	6	1,680	15	5,461	13	9
10. Sealkote	1,350	25	6,41,782	7	7,91,358	7	34,313	6	8,656	10	23,77,149	10	1,589	17	6,708	8	10
11. Peshawur	2,324	16	4,50,099	15	6,82,933	10	64,401	2	876	27	87,25,865	1	4,392	1	3,922	20	11
12. Jhelum	5,350	6	4,29,420	16	7,19,575	8	10,830	15	6,014	16	48,57,880	4	1,764	14	5,238	14	12
13. Goojranwalla	3,752	10	5,53,383	10	5,18,384	17	15,814	13	6,398	15	12,40,762	17	2,087	10	6,712	7	13
14. Mooltan	5,634	5	4,11,386	17	5,98,282	14	10,831	14	7,047	12	23,52,608	11	2,222	9	4,469	18	14
15. Loodiana	1,550	23	5,52,722	11	9,75,118	5	16,405	12	13,634	6	15,50,894	15	1,434	20	5,957	11	15
16. Thanessur	2,323	17	4,58,952	14	6,62,570	12	8,618	16	9,189	9	10,67,687	20	1,375	21	11,932	1	16
17. Dehra Ismael Khan	4,118	8	3,62,041	18	4,55,408	19	8,412	17	5,258	20	15,99,195	14	1,999	13	5,469	12	17
18. Leia	6,122	2	3,09,696	19	5,20,017	16	3,357	23	5,125	22	9,39,758	22	2,399	6	5,003	15	18
19. Guzerat	1,915	21	5,17,626	12	5,67,575	15	6,769	18	5,700	18	9,53,160	21	1,185	23	4,565	16	19
20. Googaira	4,142	7	3,08,020	20	3,03,135	22	5,230	21	6,530	13	5,07,755	25	1,226	22	4,556	17	20
21. Dehra Gazee Khan	4,000	9	2,38,964	24	3,65,879	20	5,062	22	2,749	25	11,83,096	18	2,860	5	2,403	25	21
22. Kohat	2,840	12	1,01,232	27	95,378	26	6,031	19	1,771	26	11,71,454	19	826	25	"	"	22
23. Jhung	5,718	4	2,51,769	23	2,49,021	24	1,991	26	5,341	19	3,52,029	26	1,584	18	3,945	19	23
24. Shahpore	3,500	11	2,61,692	22	2,90,427	23	3,324	24	4,860	23	19,03,217	12	1,116	24	2,997	22	24
25. Hazara	2,425	15	2,96,364	21	1,64,478	25	1,375	27	7,265	11	9,32,144	23	821	26	1,656	26	25
26. Simla	200	27	1,50,000	26	23,316	27	5,828	20	5,135	21	38,24,409	5	655	27	2,805	23	26
27. Khangurh	1,026	26	2,11,920	25	4,61,184	18	3,165	25	3,965	24	5,46,226	24	1,651	16	3,694	21	27

“ has very expensive, or very bad tents at his own pleasure. On leaving, his successor may buy them if the parties agree on terms, or they may be taken away and sold elsewhere; they are *bond fide* property of the holder. As regards the carriage of tents, this charge should be defrayed by the owner, unless expressly provided to the contrary. In any case it should be considered an abuse to enter the charge in a bill for petty supplies. Travelling allowance should be given for the period during which the individual incurs the expenses or maintains more Establishments, or more horses, carriages, and the like, than he would if not required to travel, or be in condition to travel; specially and particularly in this Department, the Superintendents are required to be always ready, night or day, and at all seasons.”

The Commissioner in the Saugor and Nerbudda Territories is of opinion that “ Government tents should be furnished for the Offices of all Officers ordered to march, that is, one tent for each description of Office, and together with the Office records and furniture should be carried at the public expense, and the actual charge should, as at present, be drawn in contingent bills.” Major Erskine would allow Revenue Commissioners Rs. 15 per diem, Judges Rs. 10, Magistrates Rs. 5, and Joint Magistrates and Assistants Rs. 4. When an Officer is ordered to travel by dawk, he thinks it would be better for the Government that he should draw the actual and necessary expenses of his trip, than so much per mile, or per day, as the means of travelling and cost vary much in different parts of India.

The Officiating Agent to the Governor General for Central India recommends that tentage should be supplied by Government on a liberal scale, and that a travelling allowance per diem should be granted to all according to the under-written scale:—

1st Class	{	Marching	Rs. 25
			Halting	„ 15
2nd Class	{	Marching	Rs. 20
			Halting	„ 12
3rd Class	{	Marching	Rs. 20
			Halting	„ 12
4th Class	{	Marching	Rs. 15
			Halting	„ 10
5th Class	{	Marching	Rs. 12
			Halting	„ 8

The Collector of Tanjore writes,—“ It appears to me that in the case of Officers, such as Collectors and Civil Engineers, whose duties involve almost constant locomotion, a fixed monthly allowance to enable them to provide their own tents, and remunerate their travelling Establishments, is a more economical system than that by which the Government would undertake the provision of such accommodation at the public expense; but when the question concerns Officers, such as Residents and Commissioners, who are not ordinarily required to move away on public business from a principal station, but who occasionally may be called upon to do so on urgent or special duty, no fixed tentage

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REPORT

OF THE

COMMISSIONER FOR THE REVISION

OF

CIVIL SALARIES AND ESTABLISHMENTS

THROUGHOUT INDIA.



Calcutta:

PRINTED AT THE MILITARY ORPHAN PRESS.

1866.

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No. 1548.

To

C. HUGH LUSHINGTON, Esq.,
*Secretary to the Government of India,
in the Financial Department.*

Fort William, the 1st September 1858.

SIR,

With reference to the orders dated 14th March 1856, No. 1014, I have the honor to submit my Report on the revision of Civil salaries.

2. The papers sent to me for my instruction contain the following passages:—"Any revision of salaries, therefore, ought to have uniformity for one of its principal objects. Another object should be to effect a reduction in the aggregate expenditure. The revision is to be conducted on the following principles. Wherever the duties are the same in nature and extent, the salaries should also be the same; but the raising of the lower salaries to the highest grade must be avoided. Where the duties vary, the difference of salary should correspond to the difference of duty. All salaries disproportioned to the duties to be performed, or which admit of reduction, should be prospectively reduced. The greatest reduction consistent with the efficiency of the public service, should be made in the aggregate expenditure.* Reference should be had to all differences that exist in the scales established at the several Presidencies, and the reasons of them should be carefully examined. It should be considered in what cases reductions may be effected by the consolidation of offices needlessly divided, and by the substitution of Native for European agency in the management of details."†

3. These instructions have been kept carefully in view, and I have borne in mind that "no objection ought to be entertained to a proper and reasonable remuneration to those who hold responsible offices,‡ and that a Covenanted Civil Service ought to be maintained in the special form in which it now exists, and ought to have the Civil offices of the service, as a general rule, allotted to it."§

* Letter from Court of Directors, to Governor General of India in Council, No. 60, dated 4th July 1855. Appendix No. 679.

† Letter from the Secretary to the Government of India, in the Financial Department, No. 1014, dated 14th March 1856, to Commissioner for revision of Civil salaries. Appendix No. 678.

‡ President of Board of Control, to the Chairman and Deputy Chairman of the East India Company, 27th January 1855. Appendix No. 679.

§ Minute of Lord Dalhousie, dated 3rd January 1856.

4. Responsibility and labor have been duly weighed, peculiar advantages or disadvantages of climate have been regarded, and the market value of special acquirements, necessary in some few exceptional cases have been taken into account. Where mistaken system has been found to occasion increased charge, and where improved organization promises decrease in expense, systems and polity have been freely canvassed, and many reforms proposed.

5. Payment with reference to class has been renounced. The salary proposed for each office is the salary I would award to the incumbent of the office, whether Civilian, Military Officer, East Indian, or Native. A Statement* is annexed in which all Civil offices are allotted to the class by which, I think, they ought to be filled. If the controlling authorities disapprove of the allotment of any office, all necessary will be to erase the office from the column in which it stands, and insert it in the column considered more suitable. If payment according to class is still considered proper, all necessary will be to rule that whenever an office entered in columns 2, 4, and 5 may be held by a Military Officer the salary shall be decreased by such a percentage, and that whenever any office in columns 3 to 5 may be held by an Uncovenanted Officer the salary shall be decreased by such a percentage. I would not do anything of the sort; but I have provided for its being done in a consistent and intelligible manner should such counsels prevail. The Statement is prepared on the supposition that the system of employing Military men in Civil offices will continue unchanged; but in anticipation of a change of system, I have affixed a mark to each office, denoting how I would dispose of it, if the system be changed. Those marked C M, I would still consider exceptional, and common to Civil and Military, though the rule might be non-employment of Military Officers. Those marked C, I would allot to the Covenanted Civil Service, those marked C U, I would make common to the Covenanted and Uncovenanted, and those marked U, I would allot to the Uncovenanted Service.

6. A Circular† in the form appended, marked L, was issued to all Officers holding Civil employ. My account of the labors and responsibilities of offices is taken chiefly from the Returns received in reply to this Circular, and information furnished in conformity with calls made after consideration of the Returns.

7. The Report takes up separately 120 offices and classes of offices embracing 2,625 Officers, and explains the reasons for proposing increase or decrease in each case.

8. The result, on the whole, is an increase of Rs. 9,81,451-7-0 per annum. In Bengal there is an increase of Rs. 1,44,781-10-0 per annum. In Madras there is an increase of Rs. 7,24,658-13-0 per annum. In Bombay there is an increase of Rs. 1,01,614-14-0 per annum. In the North-West Provinces there is a saving of Rs. 2,93,084-14-0 per annum. In the Punjab, and other Non-Regulation Provinces, &c., administered by the Supreme Government, there is an increase of Rs. 3,03,481-0-0 per annum.

* Marked G.

† No. 1, dated the 28th March 1856.

annum. This result is the consequence of proposed improvements in many Departments which may or may not be carried into effect. I think they should be; but the expenses of such reforms cannot with fairness be considered in estimating the result of my mission. I may instance—

1. District Police, Bengal ...	4,68,072
2. Commissioners of Revenue, Madras ...	90,900
3. Deputy Collectors, Madras ...	2,53,200
4. District Police, Madras ...	4,56,720
5. Revenue Survey & Settlement, Madras	4,46,246
6. Revenue Commissioners, Bombay ...	63,600
7. Enam Commission, Bombay ...	1,32,600
	—————19,11,338

If these items are rejected, there is, on the whole, a saving of Rs. 9,31,086-9-0 per annum.

9. The heaviest items of actual increase of salary are—

1. Officers of the Punjab ...	2,34,960
2. Officers in Oude ...	1,11,400
3. Officers in Scinde ...	1,00,400

which must be granted, or the great principle of making salaries proportionate to duties and responsibilities be abandoned.

10. In the aggregate pay of the Officers of the Judicial and Land Revenue Departments under the local Governments, there is a reduction of 9·9 per cent. per annum. In Bengal the reduction is 12·15 per cent., in the North-West Provinces 15·8 per cent., in Madras 3·3 per cent., and in Bombay 4·3 per cent. The average salary for each member of the service will be in Bengal Rs. 17,157 per annum, in the North-West Provinces Rs. 16,965 per annum, in Madras Rs. 16,354 per annum, and in Bombay Rs. 15,590 per annum.

11. The under-mentioned papers on subjects connected with my enquiries are appended to the Report:—

1. The past and present prospects of the Civil Service of the three Presidencies.
2. The employment and payment of Military Officers in Civil employ.
3. The employment and payment of Uncovenanted Civil Officers.
4. The subsistence allowance of Civil Servants out of employ.
5. The nomination and employment of auxiliary Officers, so as to keep the Establishment at all times up to the full working power.
6. The gradation scale of allowances.
7. The various designations of and various degrees of authority exercised by District Officers in the Non-Regulation Provinces.

12. I have selected and arranged in an Appendix all the papers which I considered most worthy of attention. There are many others which might be more or less useful; but I have quoted so largely from most of them that it did not seem worth while to incur the expense of printing them.

13. By the instructions contained in your letter No. 4316 of the 9th October 1857, I was directed to print all the Returns to my Circular No. 1 of the 28th March 1856, that is, the Statements of the duties and responsibilities of each office. I have been unable to carry out these orders. The papers are very voluminous, and I have not had time to prepare them for the press. I have quoted so largely from them that when my Report has been examined, I expect that the printing of these documents will be no longer considered necessary; but they have been arranged, and should it be considered advisable to print them, they may be made over to some qualified person to be corrected, punctuated, and prepared for the press. My Assistant, Mr. J. A. Robertson, would perform this task better than any person with whom I am acquainted.

14. I have appended Indices and Statements,* prepared with a view to save trouble as much as possible in considering the reforms proposed. I especially recommend attention to the papers marked G, H, and I.

15. I will only add, I am well aware that on many of the subjects treated in these papers, all that might be said has not been said. I have been as brief as possible, believing it better to leave much unsaid than to damage the practical usefulness of my work by making it oppressively bulky. As it is, the size will be considered objectionable; but I hope examination will show that further abbreviation or compression is impracticable; without leaving the subjects so bare as to render further enquiry needful before final award.

16. I have done but little towards the revision of Ministerial Establishments. Enquiries have been carried to a result in the undesignated cases only:—

1. Establishments in the Secretariats of the local Governments.
2. Establishments of the Small Cause Courts.
3. English Establishments of the District Magistrates in Bengal.
4. English Establishments of Commissioners of Revenue in Bengal.
5. Establishments of Moonsiffs in Bengal and the North-West Provinces.

17. Enquiries have been commenced, and have made some progress in the cases under-written:—

1. Establishments of District Judges in Bengal and the North-West Provinces.
2. Establishments of District Magistrates of Bengal in the Native Department.
3. Establishments in the Revenue Department, Bombay.

* Marked A.* to K.

They may result in a very trifling saving in the first case, and probably will result in a considerable increase in the last case. Unless there be a complete alteration of system, I do not think it worth while to continue the investigations. In my estimation, the advantages gained will not be commensurate with the disadvantages of considerably increased expense, though there certainly are some anomalies which it would be useful to remedy. If the enquiries are to be continued, I recommend that they be conducted by the Sudder Courts, under the directions of the Governments of Bengal and the North-West Provinces.

18. The Government of Madras in answer to my enquiries said,*—
 “ There are perhaps several Establishments in the various Offices of the
 “ Civil Department under this Government that it would be well to
 “ revise, if such revision is to have for its object the improvement of
 “ the Establishments generally, and the placing them on a really efficient
 “ footing. But such a revision, as intimated in the extract from your
 “ instructions which you have quoted, would be a work of years, and
 “ there can be little doubt that it would result in showing the necessity
 “ for a very considerable increase in the public expenditure.” Again,
 under date the 21st February 1857, the Secretary wrote,—“ The Gov-
 “ ernor in Council is not at present aware of any Ministerial Establish-
 “ ments under this Government in the revision of which he would wish
 “ to occupy you.”

19. The Government of Bombay on different dates informed me that the Ministerial Establishments in the Political and other Departments had all been arranged with due regard to the strictest economy, and that no retrenchment, except of a most trifling character, could be effected in them without impairing their efficiency; that such small reductions as were practicable in the Judicial Department, would be made on the occurrence of vacancies. The inquiry into the Ministerial Establishments in the Revenue Department, including the hereditary Officers, will be a task of great labor. In a letter dated the 26th February† 1858 I explained how, in my opinion, it should be conducted. I am not informed what progress has been made. It may be completed under the directions of the local Government.

20. Whether my opinions and suggestions are generally approved, or disapproved, I hope I have prepared a record that shall be useful to the Government here and in England for all time to come. If whenever an alteration be made in the constitution or remuneration of any office, or any class of offices, a memorandum describing the same be entered at the end of my paper on that office, or class of offices, which may easily be done, the Report will be as useful in 1958 as in 1858, and I would recommend that this be done systematically in each Department of the Government. A Secretary or Councillor in England or in India will then at any time be able, in a few minutes, to make himself acquainted with the constitution, duties, responsibilities, and remuneration of any Civil office in the Empire.

* Letter dated 19th June 1856, No. 288.

† Appendix No. 463.

21. I would conclude with one caution, that the remuneration of an office, as suggested by me, should not be altered without careful consideration of many salaries above it and below it in the list. If a salary be altered, because considered unsuitable in comparison with some one other office, it may be found that the alteration which set it right as concerning that one office, has set it wrong as compared with many other offices. One change will render necessary five or six changes, and those five or six changes will render necessary fifteen or sixteen other changes, and the whole comparative adjustment may be disturbed.

I have the honor to be,

SIR, .

Your most obedient Servant,

HENRY RICKETTS,

*Commissioner for the revision of Civil Salaries
and Establishments throughout India.*

TABLE OF CONTENTS.

		Pages of Report.
1	Sudder Courts and their Registrars in all the Presidencies	1 to 23
2	Offices of Account in all the Presidencies	24 to 45
3	Officers of Customs in all the Presidencies	45 to 67
4	Secretaries to the Government of India in the Civil Department	68 to 72
5	Secretaries to the Governments of Bengal and the North-West Provinces	73 to 82
6	Office Establishments of the Secretaries to the Governments of Bengal and the North-West Provinces	83 to 94
7	Secretariat of Madras	95 to 115
8	Secretaries to the Government of Bombay	116 to 126
9	Ministerial Establishments in the Bombay Secretariat	127 to 135
10	Boards of Revenue, Agra, and Calcutta	136 to 153
11	Secretaries to the Boards of Revenue at Calcutta and Agra	154 to 157
12	Commissioners of Revenue and Police in Bengal, the North-West Provinces, and Punjab	158 to 164
13	Board of Revenue and Commissioners of Revenue, Madras	165 to 177
14	Board of Revenue and Commissioners of Revenue, Bombay	178 to 185
15	District Judges of Bengal	186 to 191
16	District Judges of the North-West Provinces	192 to 197
17	District Judges and Subordinate Judges of Madras	198 to 209
18	District Judges and Assistant Judges of Bombay	210 to 231
19	Collectors, Magistrates, Deputy Collectors, and Deputy Magistrates, and Police of Bengal	232 to 257
20	Collectors and Magistrates of the North-West Provinces, and Deputy Commissioners of the Punjab	258 to 270
21	Joint Magistrates and Deputy Collectors of the North-West Provinces, and First and Second Assistants in the Punjab	271 to 274
22	Uncovenanted Deputy Collectors and Deputy Magistrates of the North-West Provinces, and Extra Assistants in the Punjab	275 to 278
23	Tehsildars of the North-West Provinces and the Punjab	279 to 285
24	Collectors of Madras	286 to 330
25	Collector of the Town of Madras	331 & 332
26	Subordinate Officers of the Revenue Department, Madras	333 to 349
27	Serishtadars of Madras	350 to 360
28	Tehsildars of Madras	361 to 368
29	Collectors of Bombay	369 to 388
30	Collector of the Town of Bombay	389 to 391

	Pages of Report.
81 Subordinate Officers of the Revenue Department, Bombay	392 to 399
82 Duftehders of Bombay	400 to 403
83 Mamludars of Bombay	404 to 407
84 Moonsiffs' Establishments in Bengal and the North-West Provinces	408 to 412
35 District Police of Madras	413 to 422
36 District Police of Bombay	423 to 427
37 Commissioner and other Officers for the suppression of Thuggee and Dacoity in Bengal	428 & 429
38 General Superintendent and Assistants for the suppression of Thuggee and Dacoity	430 to 433
39 Survey Establishments in Bengal	434 to 448
40 Survey and Settlement of Madras	449 to 461
41 Survey and Settlement of Bombay	462 to 492
42 Inam Commission of Madras	493 to 497
43 Inam Commission of Bombay	498 to 524
44 Inspectors of Prisons at all the Presidencies	525 to 529
45 Remembrancer of Legal Affairs in Bengal	530 & 531
46 Remembrancer of Legal Affairs in the North-West Provinces	532 & 533
47 Remembrancer of Legal Affairs and Government Pleader, Madras	534 & 535
48 Remembrancer of Legal Affairs, Bombay	536 & 537
49 Salt and Opium Departments in Bengal	538 to 560
50 Chief Commissioner of the Punjab	561
51 Secretary to the Chief Commissioner of the Punjab	562
52 Judicial Commissioner of the Punjab	563
53 Financial Commissioner of the Punjab	564 & 565
54 Officers of the Province of Oude	566 to 572
55 Governor General's Agent and other Officers in Rajpootana	573 to 584
56 Governor General's Agent and other Officers in Central India	585 to 593
57 Junction of the Agencies in Rajpootana and Central India	594 to 599
58 Officers in Nagpore	600 to 603
59 Officers of the Mysore Commission	604 to 622
60 Officers in Scinde	623 to 653
61 Resident and Officers of the Ceded Districts in Hyderabad	654 to 660
62 Officers of the Saugor and Nerbudda Territories	661 to 676
63 Resident and his Assistant at Nepal	677 & 678
64 Resident and his Assistant at Baroda	679 & 680
65 Resident at Travancore	681 & 682
66 Agent to the Governor General at Benares	683
67 Agent to the Governor General at Moorshedabad	684
68 Officers in Pegu	685 to 703
69 Officers in the Tenasserim and Martaban Provinces	704 to 720
70 Officers in Arracan	721 to 725
71 Officers in Chota Nagpore	726 to 737

	Pages of Report
72	Officers in Assam 738 to 752
73	Political Agent at Munneepore 753 & 754
74	Superintendent of Cachar and his Assistants ... 755 & 756
75	Superintendent of Darjeeling 757 to 759
76	Agent in the Hill Tracts of Orissa 760 to 763
77	Officers in the Sonthal Pergunnahs 764 to 766
78	Assistant to the Superintendent of the Tributary Me- hals in Cuttack 767
79	Officers in Kumaon 768 to 771
80	Officers in Ajmeer and Mairwara 772 to 777
81	Officers in Dehra Dhoon 778
82	Officers in Bhutteana 779 to 781
83	Officers in Jawud Neemuch 782 to 784
84	Officers in Nimar 785 & 786
85	Officers in Sattara 787 to 790
86	Superintendent of Mahableshtar 791
87	Political Agent in Kattiawar 792 to 804
88	Political Agent in Kutch 805 to 807
89	Agent to the Governor of Bombay in Guzerat ... 808 & 809
90	Agent to the Governor of Bombay in Surat 810 & 811
91	Political Agent in Mahee Kanta 812 to 815
92	Political Agent in Rewa Kanta 816 to 819
93	Agent for Sirdars in the Deccan 820 to 822
94	Political Agent in the Southern Mahratta Country ... 823 & 824
95	Governor's Agent at Chepauk, and Pay Master of Car- natic stipends 825 & 826
96	Agent to the Governor of Fort St. George and his Assistant in Ganjam 827 to 834
97	Agent to the Governor of Fort St. George and his Assistants in Vizagapatam 827 to 834
98	Agent to the Governor of Fort St. George and his Assistants in Kurnool 827 to 834
99	Town Magistrates of Calcutta, Madras, and Bombay
100	Commissioner and other Officers of Police for the Towns of Calcutta, Madras, and Bombay 835 to 837
101	Small Cause Courts in Calcutta, Madras, and Bombay ... 838 to 844
102	Superintendents of the Botanical Gardens in Calcutta and the North-Western Provinces 845 to 853
103	Conservator of Forests and his Assistants in Madras ... 854 to 856
104	Conservator of Forests and Superintendent of the Botanical Gardens, Bombay 857 to 859
105	Officers of the Geological Survey 860 to 864
106	Secretaries to the Board of Examiners at Calcutta and Madras 865
107	Stipendiary Member of the Board of Examiners, Cal- cutta 866 to 870
108	Translators to the Government of Bengal 871
109	Translators to the Government of Madras 872 & 873
110	Translator to the Government of Bombay 874 to 877
111	Officers of the School of Industrial Arts, Madras 878
112	Hon'ble Company's Astronomer, Madras 879 & 880
	881

	Pages of Report.
113	Instructor of Photography in the Elphinstone College, Bombay 882
114	Superintendent of Stamps, Stationery, and Lithographic Press and his Assistant, Calcutta 883 & 884
115	Superintendent of the Mysore Princes 885
116	Officers of the Mints at Calcutta, Madras, and Bombay 886 to 893
117	Officers of the Education Department at all the Presi- dencies 894 to 924
118	Medical Officers of the Civil Department in all the Presidencies 925 to 992
119	Fees to Medical Officers 993 to 997
120	Employment and remuneration of Military Officers in Civil employ 998 to 1005
121	Uncovenanted Service 1006 to 1021
122	Grades of Salaries 1022 to 1028
123	Past and present prospects of the Civil Service ... 1029 to 1035
124	Subsistence allowance of Civil Servants out of em- ploy 1036 to 1038
125	Auxiliary Officers to keep the Establishments up to full working power 1039 to 1043
126	Designations and powers of District Officers and their Subordinates in Non-Regulation Districts 1044 to 1054
127	Office Establishment of the Commissioner of the Nuddea Division 1055 to 1067
128	English Department of Magistrates' Offices in Bengal 1068 to 1072
129	Travelling Allowances of Officers of the Civil Depart- ment at all the Presidencies 1073 to 1122